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ROYAL COMMISSION ON BOOK PUBLISHING



BRIEFS

to the

ROYAL COMMISSION ON BOOK PUBLISHING

APRIL 29, 1971



Publishing and importing of magazines and books in Canada is for the largest part in the English language. But the publications in non-English languages are important, especially for the so-called ethnic groups.

The primary purpose of our company is the import of magazines and books in Dutch language. The following remarks and conclusions, which are based on our experiences, are also applicable to the import in other languages but English. The import of publications in the Dutch language in 1970 was approximately \$4,000,000.- compared to an import from the United States of \$9,113,000.-.

ROYAL COMMISSION ON BOOK PUBLISHING

The difference is even larger when these amounts are divided by the number of books or magazines at

DISPATCHED BY: DUTCH MAGAZINE AND BOOK IMPORT COMPANY

APRIL 29, 1971

Still, an ethnic group of approx 250,000 people, half of them in Ontario, who use Dutch as mother language, and who may not be ignored in their request for publications in the Dutch language.

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Statistical information is from the Canadian Bureau of Statistics.

Publishing and importing of magazines and books in Canada, is for the largest part in the English language. But the publications in non-English languages are important, especially for the so-called ethnic groups.

The primary purpose of our company is the import of magazines and books in the Dutch language. The following remarks and conclusions, which are based on our experiences, are also applicable to the import in other languages but English. The import of publications in the Dutch language in 1970 was approx \$ 45,000.- compared to an import from the United States of 69,115,000.-.

The difference is even larger when these amounts are divided by the average price of a book or magazine at customs-level; prices, which are for overseas imports about three times as high as for imports from the USA.

Still, an ethnic group of approx 250,000 people, half of them in Ontario, who has Dutch as mother language, can and may not be ignored in their request for publications in the Dutch language.

Note:

Statistical information is from
the Dominion Bureau of Statistics.

The results of this request are disastrous. The customer pays a higher price for books and magazines:

books from 50 till 100% more,

magazines from 100 till 200% more.

Another important factor of the higher price is that the number of small importers (each less than \$ 10,000.- sales per year) are taking up most of the market.

We think that the government should step in and limit the number of importers for publications in the non-English language, thereby enabling the existing importers to deliver a product for a reasonable price. This limiting can be done by:

- 1 supplying subsidy,
- 2 low-cost loans,
- 3 a quaranteed sales to the government (or public libraries),
- 4 easier access to lower the postage-rates (eg the mailing of a Dutch magazine at 3rd class rate is more expensive than the cost of the magazine and the overseas freight),
- 5 a combination of above.

Above measures will increase sales of an importer to such a level that the retail-price probably can be lowered by as much as 25%.

The existing importers are usually whole-sale importers, only a few are agents of the original publishers.

Publishing in Canada and printing overseas of these publications is for the importers currently prohibitive, due to the large quantities which must be imported.

In case nothing is done by the government the same reasons for overtaking by our southern neighbours equally apply to the importers of foreign-language publications as to the Canadian publishing industry:

small quantities and high cost.

BRIEF
to the
ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:
MR. WILLIAM PICKERING

APRIL 29, 1971

April, 1971.

Brief to

ROYAL COMMISSION ON BOOK PUBLISHING

Submitted by:

Miss R. Thompson; Librarian,
Northmount Junior High School.

Mr. W. Pickering; Chairman, History,
Northmount Junior High School.

This brief outlines the opinions of two North York teachers on the role and importance of Canadian publications. It deals primarily with non-textbook materials at the Intermediate Grade levels -- Grades 7, 8, 9 and 10. The thesis is that Canadian publishers are giving inadequate service to a large and culturally important market, especially in the area of Canadian studies. It is also noted that some Canadian publications are non-competitive.

The importance of a healthy Canadian publishing industry is noted and five suggestions are made.

We are submitting this brief as two teachers in the Ontario school system who, between us, have purchased over three thousand (3000) books in the last two years. We have very little knowledge of the Canadian publishing industry or its problems, but represent the market instead - especially a segment of the market that we feel is being overlooked.

That segment is the Intermediate Division of the school system - grades 7, 8, 9 and 10. Our school, Northmount Junior High in North York, serves 1000 students between the ages of 12 and 15. Each year Northmount spends about \$11500.00 on new books. The proportion of books purchased which are original Canadian publications is lamentably low. Our history programme is based on Canadian studies, but last year over 50% of the history books purchased were non-Canadian. A random check of three orders placed by the school library shows that only 5 out of 376 books ordered were Canadian.

The library and history departments of our school are both extremely conscious of Canadian nationalism and make every effort to use Canadian materials. Yet we buy non-Canadian books - because we must.

First, more often than not, the books we need are just not published by Canadians and we are forced back on British and American sources. Second, there are many cases where Canadian books have been so non-competitive that it would be unfair to students and taxpayers to spend money on them.

What books are not available? In the main, we refer to books written for adolescents that are about subjects NOT in the old Department of Education courses of study. There is no shortage of conventional school textbooks - - indeed the opposite is true. But no forward-looking school in Ontario bases its Canadian Studies programme on a single textbook. Instead, students are encouraged to use a variety of sources - small books which cover a single topic, biographies, collections of documents, filmstrips and so on.

This is fine, ironically, if you are studying Britain or the United States, because a wealth of material is available. As a result, many schools continue to stress these aspects of the course, at the expense of Canadian Studies.

One looks in vain for books which an average 12 year old can understand on such topics as early Canadian homes, life in a Canadian city a hundred years ago, Canadian trade union history, or Canadian sports heroes. Instead, we find still more re-writes of Macdonald, the fur traders, and the Loyalists. Incredibly, nothing whatever exists on French-Canada outside the "habitant" stereotype.

Surely there is a market for cheap interesting Canadian book material of this type. We find ourselves forced to buy the closest equivalent - which is invariably British. Such books as Longmans "Then & There" Series are exactly right - the correct reading level, personal, well illustrated and embarrassingly cheap. So our students end up studying the history of British police, British unions, British schools, British suffragettes. Something is wrong.

There are new Canadian books published for Canadian studies, but they are aimed too high - such as McClelland & Stewart's "Curriculum Resource" Series. This is superb for Grades 12 and 13, but completely out of range for a Grade 8 student. More important to the publishers, such books are aimed at the smallest possible market - the upper grades of the secondary school. The largest market for Canadian Studies is at the Grade 7 and 8 level, when every student in the Province is looking at Canadian history. And it is at this junior high level that many students get their only contact with Canadian studies.

Some examples will illustrate our point.

The second point is that many Canadian items are not competitive. Whether it is because of printing costs or short production runs we do not know. But too often, the Canadian product has a price tag twice as high as a comparable or superior foreign publication. Some examples will illustrate our point.

Conclusions:

We cannot hope to educate our students as Canadians if we are compelled to use non-Canadian tools. It seems to us to be beyond questioning that most of these tools must be prepared by Canadians, reflect Canadian attitudes, and serve Canadian needs. Thus, we support any steps which can encourage a healthy publishing industry in Canada. The solutions to the kind of problems we have described are out of our hands - we are just willing, eager purchasers. Perhaps some of these ideas might be considered.

1. Many useful materials exist but are at the wrong reading and interest level. Could such publications, now aimed at the trade or the senior grades, be reprinted in a revised form for use at lower grade levels?

2. Much more auxiliary teaching material (books other than texts) should be on Circular 14 to qualify for Provincial grants.

3. The Government printing offices - both Federal and Provincial - could fill a gap. These departments have countless Government guidebooks to forts, maps of waterways, early census records, etc., that could be re-written and put out as cheap paperbacks for school use.

4. Canadian publishers should realize that there is a market out there that is being sold to by someone else, not them. Books are bought by individual teachers and department heads, not by O.I.S.E. or the Department of Education, and some serious market research should ascertain what will sell.

5. If well-written, well-designed Canadian publications cannot compete in price with foreign books, then perhaps a subsidy should be considered for all Canadian books aimed at school age children.

EXAMPLES OF UNSATISFACTORY CANADIAN STUDIES PUBLICATIONS:

(Page 3 of text)

A number of books are on relevant subjects but are not suitable for the Grade 7, 8, 9 level for a variety of reasons. Many are too theoretical instead of providing a concrete experience. Others have an inadequate vocabulary, or are lacking in interest or in illustrative material.

- (1) "Settlement of Huron County"; James Scott; Ryerson Press
- (2) "A Gentlewoman in Upper Canada -- Journals of Anne Langton" Clarke-Irwin Paperback; \$1.50
- (3) "The Seigneural System in Early Canada"; R.C. Harris, Univ. of Wisconsin.
- (4) "Toronto"; Bruce West; Doubleday; \$4.50
- (5) "Toronto, An Urban Study"; Baine and McMurray; Clarke-Irwin
- (6) "Sainte Marie Among the Hurons"; Jury and Jury; Oxford Canada
- (7) "Curriculum Resource Book Series, e.g. The New World"; Patricia M. Johnson; McClelland and Stewart

EXAMPLES OF SOME SUITABLE CANADIAN STUDIES PUBLICATIONS AND SIMILAR BRITISH AND AMERICAN PUBLICATIONS.

- (1) "Urban Growth in Britain"; Michael Storm; Oxford University
- (2) "First Lady of Upper Canada"; Florence McLaughlin; Burns and MacEachern
- (3) "Early Furniture in Upper Canada Village 1800-1837"; Jeanne Minhinnick; Ryerson
- (4) "Ginn Studies in Canadian History e.g. The Fur Fort"; R.J. Andrews; Ginn and Co.
- (5) "People of the Past Series e.g. 19th Century Lancashire Weavers Family"; W.T. Selley; Oxford U.P.
- (6) "Outline of English Costume"; Doreen Yarwood; Batsford; \$2.61
- (7) "Past Into Present series e.g. Women"; K. Moore; Batsford; \$2.57
- (8) "Sports and Pastimes Through the Ages; and Meals Through the Ages"; Peter Moss; Harrap; \$3.25
- (9) "Colonial American Craftsmen series, e.g. The Hatters"; Leonard Everett Fisher
- (10) "Houses"; Margaret and Alexander Potter; Murray; \$2.76

- (11) "Collier-Macmillan Canadian History Programme, e.g. The Changing People"; E.P. and N.L. Patterson
- (12) "A New English History Vol. 1 - 4"; General Editor Allan Bullock; Evans Brothers, London

EXAMPLES OF NON-COMPETITIVE CANADIAN PUBLICATIONS:

(Page 4 of text)

- (1) "Building Canada; an Architectural History of Canadian Life"; Alan Gowans; Oxford, Canada, 10.63
- (2) "Early Furniture of French Canada"; Jean Palardy; Macmillan; \$12.97
- (3) "Group of Seven"; Peter Mellen; McLelland and Stewart; \$21.75

EXAMPLES OF COMPARABLE FOREIGN PUBLICATIONS AND PRICES:

- (1) "Greek Mythology"; John Pinsent; Hamlyn; \$2.57
- (2) "Life in the Middle Ages"; Jay Williams; Random House; \$7.70
- (3) "Architecture - the Great Art of Building"; T. Copplestone; Hamlyn; \$2.27
- (4) "Flowering of the Middle Ages"; ed. Joan Evans; McGraw-Hill; \$19.18
- (5) "Chinese and Oriental Art"; M. Batterberry; McGraw-Hill; \$6.18

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

THE EXECUTIVE OF THE DIVISION OF
COMMUNICATION OF
THE UNITED CHURCH OF CANADA

APRIL 29, 1971

BOOK PUBLISHING IN CANADA

A Brief to the Royal Commission on Book Publishing
from The Executive of the Division of Communication
of The United Church of Canada

Summary of Contents:

Introduction and background of Canadian publishing, including comparison with other media.

Recommendations:

A - Trade Books

1. Canada Council action to strengthen this field of literary communication
2. Library sales as a factor in Canadian publishing
3. Export sales - The Canadian voice abroad

B - Educational Publishing

1. Co-operative financing of new publications
2. Variety of resources vs. cost and quality

C - The Publishing Industry

1. Legislative regulations to provide for Canadian influence in publishing
2. Improvement within the industry

BOOK PUBLISHING IN CANADA

A Brief to the Royal Commission on Book Publishing
from The Executive of the Division of Communication
of The United Church of Canada

Our position in making this submission to the Commission is not that of a publisher, but as a consumer, and as an institution vitally concerned about human values in our country and our world. Granted, the United Church of Canada did own and operate The Ryerson Press over a period of many years, but the lessons gained from that experience are not necessarily valid for the typical Canadian publisher, whether Canadian or foreign-owned. Certainly, it is not our intention to recapitulate the events of late 1970, but to look forward.

Canada's legislative and economic attitude to book publishing has often been contrasted with its attitude to the other communications media. Sometimes the conclusions which are drawn are valid; at other times they appear to be fallacious in logic. We believe that the whole communication field, at least in regard to the "software", must be examined with a view to developing a coherent federal and provincial policy for the greatest possible benefit to Canada. Legislation safeguards the Canadian control of our daily press, to a much lesser extent our periodical press, and to virtually no degree, our books. It seems strange that the degree of protection or support varies in direct ratio to the frequency of publication, but to no other visible factor.

The film media have received very little benefit from governmental action, apart from the National Film Board. The electronic media, however, whether broadcast or cable, are licensed under firm regulations ensuring both Canadian ownership and more recently a substantial degree of Canadian content.



One of the purposes of such regulations is to give Canadian artists channels through which they can make a contribution to Canadian cultural values. Even with the regulations of the Canadian Radio and Television Commission about Canadian content in broadcasting, however, the Association of Canadian Television and Radio Actors reports that its members earn an average income of \$800 per annum from professional work in the broadcasting media.

The interflow between television and the motion picture industry naturally makes it difficult to compare the one medium with the other. Nonetheless, it is obvious from the above income figure that Canada is not one of the world's most culturally aware nations. Even when one compensates for the fact that a number of members of ACTRA are by choice involved only part-time, the average income of would-be full-time members cannot be high. This is further attested to by the well-known flow of artistic talent from Canada to the United States. Canada will never be able to compete on an equal footing with the United States, of course, but we could do more to encourage those who prefer to work here because of their love for our country and their desire to see it grow culturally as well as materially.

Even at this late date, however, governments are apparently even more uncertain as to the propriety of their becoming involved in the Canadian communications industries in the print medium and most notably in books. Books we have always had with us, apparently, and Canadians have been very slow to ask how this came to be and what needs to be done to guarantee their continuance. For many years now, publishers in Canada, whether Canadian or foreign-owned, have been competing with a constant flood of books which originated in either the United States or in Britain.

We do not view this as an unmitigated evil. In Canada we have about 5% of the world's people for whom English is the mother tongue. Without a constant flow of books from other countries, Canada would be an underdeveloped nation. We believe, however, that Canada should strengthen its own operations in this area of communication just as it has done in others while increasing its support to all. We do not pretend to be economic experts, but we are concerned Canadians, and Canadians who have personally experienced with deep regret the results of the adversities under which Canadian publishers operate.

Our remarks are focussed primarily on English-language publishing. At the same time, we recognize that our problems are shared by Francophone book publishers. They may not face an unending flood of books from outside Canada as we do in English-speaking Canada, but they have to cope with the same problem of publishing for a very limited market. This is particularly true of their educational publishing, and the current restive demand for increased educational opportunities in Quebec cannot help but place added strain on the ability of their publishers to produce quality text books true to the nature of their culture yet economically within reach.

We submit, therefore, certain comments and recommendations which we believe would be constructive.

A - Trade Books

1. The Canada Council should be encouraged to embark on a program designed to strengthen the Canadian book publishing field. We recognize that the Canada Council is a federal body, but we hope and believe that the federal government will be watching the work of this provincial royal commission with constructive interest.

One cannot easily evaluate Canada Council grants for book publishing, even after studying the 1969-70 Annual Report of the Council. It seems clear, however, that the Council has poured relatively substantial amounts of money into the "lively arts" as contrasted to the relatively modest amounts directed into book publishing, both French and English.

The Council in that fiscal year made grants totalling less than \$100,000 to the entire Canadian book publishing industry (pp. 88-91 of the 13th Annual Report). Many bursaries were paid to individual writers, and this is presumably what contributes to the figure (p. 17) of \$315,000 in total Publication Grants. Even taking that figure, however, it compares poorly with grants to other forms of the arts. These are listed as follows (p. 61):

Music	\$2,367,000
Opera	572,000
Dance	1,106,000
Theatre	2,815,000
Visual Arts	2,032,000
Writing	520,000

Here again, one is left with some uncertainty as to what constitutes "Writing" since it is greater than the grants to writers and publishers combined. All such issues aside, however, even the largest figure devoted to books is a poor bottom. It may be argued, as it has been, that Canadian publishers seem reluctant to apply for grants. We suggest that if the Canada Council made it known that it was ready to be generous to genuinely Canadian book publishing, response would not be slow in coming.

We believe it worth noting, moreover, that grants to writers do not ensure publication, any more than grants to film producers ensure distribution. Only grants for specific publications or publishing programs can produce the desired result. Without such assistance the publisher will naturally be under pressure to accept manuscripts which he believes will sell well in our limited market, cultural merit being a secondary consideration. One wonders if the policy of making a grant only to the creative person has not at least in part been responsible for the appearance of commercial films, produced with the assistance of the Canada Council, but which, judging by the critics' reviews, were accepted by commercial theatres only because their heavy-handed orientation to sex guaranteed at least a short-term audience. Whether book or film, the producer and the marketer must face the inescapable inflexibility of dollars, and try to make ends meet. Some do this exceedingly well, but in Canada they always seem to be those whose control lies outside Canada, and who therefore have the benefits of huge parent companies.

We therefore recommend that the Canada Council be urged to embark publicly on an aggressive program of assistance to Canadian-owned publishers in projects which indicate a genuine contribution to Canadian culture and national awareness in a changing world.

We further recommend that the Province of Ontario Council for the Arts examine its own policies and practices in this same context, and contribute proportionately to the Arts as expressed in published books.

A. 2 - Library sales

It has been suggested that the provincial government should act to enable libraries to stock Canadian books as a matter of policy at the time

they are published. We see some possible benefit in such a proposal, but we see also the possibility that with such guaranteed sales, some publishers might be moved to publish with almost reckless abandon. A trade book published in Canada is considered a success if it sells four or five thousand copies. Guaranteed library sales might facilitate the publication of junk whose only merit would be that it had been either written or published by Canadians.

However, there are municipalities in Ontario whose Councils do not regard their libraries as highly as they should, and this disfavour is reflected in their budgets. Financially impoverished libraries must buy, on the whole, books which they judge will be most in demand. Increased financial resources might enable many libraries to be more than normally generous towards Canadian publications. Probably the potential benefit outweighs the risk.

We therefore recommend provincial grants to municipalities, designated for their library for the purchase of books by Canadian authors and preferably published by publishing houses at least partly owned by Canadians.

A. 3 - Export sales

Every Canadian traveller overseas knows the experience of being separated from his homeland culturally as well as geographically. It is not only a matter of news - it is almost as if Canada did not exist excepting in terms of historic memories of our contributions in two world wars. We have not enquired into the availability of Canadian books abroad, but we have reason to believe that sales overseas are not high. Whether or not our authors could gain much attention abroad will not be known, however, until steps are taken to introduce them with official aid and flourish.

We therefore recommend that both provincial and federal governments wherever they maintain premises abroad, undertake to develop and sustain good reference libraries of Canadian books, accessible to visitors, and at the same time use their good offices to encourage the purchase of Canadian books for the public libraries of their communities as well as by individual citizens.

B - Educational Publishing

1. We believe the provincial departments of education should share in the developmental and production costs of text books as those costs occur. The present practice is co-operative only in terms of inter-consultation: the publisher bears all expenses until he places finished copies in the hands of the appropriate officials. Only then is he in a position to ask whether or not his investment is to be recouped or lost. Guidelines can be worked out in advance; specifications can be negotiated as to content areas without Orwellian fears about thought control. The Department of Education is now in a position of authority as to approval of submitted texts: the approval could be given earlier in the process, and the financial risk be thereby diminished.

We therefore recommend that such approval be given prior to publication, the book then to be treated as a commissioned rather than submitted work, the commissioning to be approved after all concerned have agreed about the nature, need and content of the book, and the financing of it to be jointly carried by the Department and the Publisher.

B. 2 - Variety vs. economy

Variety of resources is increasingly demanded by our educators, and rightly so if kept within reasonable limits. If this desire is to be serviced adequately, it will be either through increasing purchase of non-Canadian publications and productions, or through increased productivity on the part of

Canadian publishers and producers. The latter will require either our willingness to pay higher prices because of the smaller market, or some form of economic assistance to educational publishers to enable them to produce a quality product for a small market.

We therefore recommend that the Provincial Government initiate continuing consultation involving ranking teachers, educational administrators, elected trustees and publishers for the purpose of developing a policy by which within rational financial limitations our children will have available the best educational resources, having in mind the fact that they are Canadian children, not the poor relations of a rich uncle next door, no matter how well meaning he may be.

C. The Publishing Industry

1. We believe that legislation could be enacted with benefit to provide an influential Canadian voice in Canadian book publishing. We recognize the valuable contributions which have been made to our cultural development by companies whose origins or whose final controls lie outside Canada. We believe, however, that the interests of Canadians require that the present laissez-faire policy in book publishing be supplanted by one which will place on the Board of Directors of any book publisher operating in Canada a sufficient number of Canadian members to guarantee an effective Canadian voice in policy decisions. Similar precautions are already in effect in other communications media, as has been mentioned.

We therefore recommend that legislation be enacted, either provincially or federally as applicable to individual companies, requiring that at least 30% of their voting shares be made available to the Canadian public, and that a proportionate number of Canadian citizens be elected to the Board of Directors.

C. 2 - Internal management responsibilities

We believe, finally, that Canadian book publishers themselves need to look at their policies and operations very honestly. The information contained in the federal government's Report on the Canadian Book Industry (pp. 47-49) portrays an industry with less than adequate management ability. The picture is drawn by spokesmen for the industry, and is summed up in the words of the Report,

"The results in the chart help to explain the inabilities of the industry in creating a healthy and vigorous image."

It would be unwise for government, on whatever level, to undergird an industry unless it is assured that those in control of the industry are taking significant corrective measure themselves. Neither protection nor subsidy will ensure the longevity and health of an industry which seems lacking in the confidence that it can or perhaps even deserves to survive. This judgment, let it be remembered, is based on the evaluations of management within the industry itself. Perhaps the shocks of the past year will have quickened the ardor of some. It is to be hoped that this is true. For certainly we need them, if Canada is not to become the victim of the manifest destiny syndrome. It is to the credit of the publishers in the aforementioned report that they do not plead for special privilege, but simply for a fair chance to exist amid the interminable flood of print which, without some immediate and massive action by every level of government, will drown our identity in the sheer immensity of the American wave.

Some may wonder why we, if we feel any concern on that subject, sold our publishing firm to an American corporation. The simple answer is that the entire package - commercial publishing, commercial printing, and church publishing - was so loaded with debt that we had to realize as much hard cash as could

be obtained within the framework of negotiations which had from the beginning involved prospective purchasers of high repute. Not even the most sincere nationalistic protestations can be a substitute for the dollars required to repay just and legal debts, nor did the church have any moral right to appropriate to this use funds given by its members for quite different purposes.

Undeniably, in some past years we showed less than the ideal of creative, innovative and efficient management which might have made a success of our printing and publishing enterprises. The church, as owner, supervised a business it did not always seem to understand, and with which it did not always have the most constructive relationships. Our weaknesses, however, were not the whole cause, for the same hard financial realities caused the sale of other publishing houses, and will undoubtedly cause more unless corrective measures are taken speedily by all parties in a position to act.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

CANADIAN BOOK MANUFACTURERS'
INSTITUTE

APRIL 29, 1971

ROYAL COMMISSION ON BOOK PUBLISHING

Brief from

The Canadian Book Manufacturers' Institute
Secretary-Treasurer, Guy Upjohn
c/o Hunter Rose Company
125 Bermondsey Road
Presented by
Michael Pitman

Resumé

This brief outlines problems relating to and makes recommendations for the benefit of the book manufacturing industry of Canada, which if put into effect would assist the book publishing industry of Canada.

April, 1971





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Council of Printing Industries of Canada

April 23rd, 1971.

APR 23 1971
APR 26 1971

Mr. R. J. Fleming,
Executive Secretary,
Royal Commission on Book Publishing,
Suite S-750,
252 Bloor Street West,
Toronto 181, Ontario.

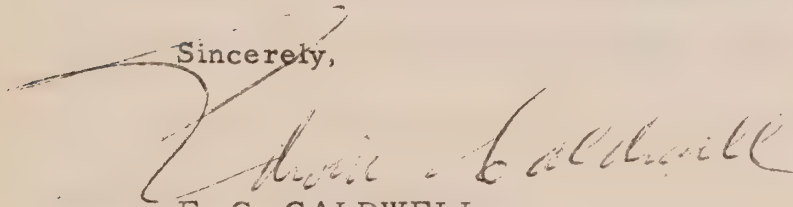
Dear Mr. Fleming:

The Council of Printing Industries of Canada represents 115 firms employing approximately 15,000 people in the area of labour relations with all the major graphic arts international unions.

A significant number of these firms are engaged in the manufacture of books for the publishing industry.

I have been requested by the Board of Directors of this Organization to record with you our unqualified endorsement of the brief deposited with your Commission by the Canadian Book Manufacturers Institute, on April 19th, 1971, a copy of which is enclosed.

Sincerely,


E. C. CALDWELL,
General Manager.

ECC/mb
Encl.

Introduction

"It has been said that the last great education breakthrough was the printed book. More recent efforts to economize on such expensive inputs as teachers by introducing modern technology have been largely a matter of trial and error. . . ."1

Doubtless the book will continue as an important educational device, and will exist alongside an evolving technology. Relative cheapness, easy access, wide choice of content, permanency of record for reference purposes, all contribute to its effectiveness. Its pre-eminence as a recreational medium may have been usurped, but as a cultural messenger its importance remains unchallenged.

The book is a product of a number of specialized skills: creative thought, entrepreneurial recognition, technological reproduction, promotion, and distribution. These specializations are interdependent, making each one of them a valid topic within a study of the publishing industry. Nor is the publishing industry itself independent. Unemployment in the publishing industry leads to unemployment among pulp workers and paper manufacturers, indeed the entire forestry and chemical industries are affected.

The following brief is concerned specifically with book manufacturing and its relationship to book publishing. It is suggested that while book manufacturing is an essential adjunct to the publishing industry it does have special problems which are not only deserving of attention but have particular relevance to the economic health of the publishing industry.

¹Patterns of Growth, the Seventh Annual Review of the Economic Council of Canada, The Queen's Printer, Ottawa, September 1970, page 72.

The book manufacturer

The Canadian Book Manufacturers' Institute is an Association of manufacturing companies concerned primarily with the production of books.

The members offer the following manufacturing facilities:

1. Typesetting
2. Printing - letterpress and/or offset
3. Mechanical Binding

Not all manufacturers of books or part manufacturers of books are members of the Canadian Book Manufacturers' Institute. Indeed one of the peculiar features of the book manufacturing industry is the fragmentation of production facilities. There are typesetters who offer typesetting for books in addition to other typesetting services, litho plate-making houses involved in making plates for books as well as other plate-making services, and litho and letterpress printers who print all kinds of materials as well as books. A notable exception is the "trade bindery" which does not ordinarily bind books, but performs finishing operations for the printer, such as folding, wire stitching, trimming, and perfect binding.

Perhaps a clearer definition of a book manufacturer is a manufacturing operation which devotes a major portion of its production facilities to the production of books.

The geographic location of the book manufacturer

The book manufacturer tends to be located close to the book publishing industry. A high concentration of book manufacturing is centred within Metropolitan Toronto, the heart of publishing in English-speaking Canada. Another concentration of the book manufacturing industry is situated in Montreal close to the Francophone publishing industry. Perhaps it is less well aware of its separate identity because a high proportion of French language books is produced with paper covers and is

therefore less dependent upon the mechanical bindery, an identifying feature of the book manufacturer in English-speaking Canada.

British Columbia has a book manufacturing industry resulting less from proximity to any large-scale publishing industry than from a government-sponsored incentive programme in British Columbia favouring the local manufacture of educational books. Elsewhere in Canada, book manufacturing facilities do exist, but not on such a scale or with such a degree of specialization as to be recognized as a separate industry.

It would be wrong, however, to suppose that book manufacturing per se has to be located in close proximity to book publishing. Book publishers tend to congregate in large urban areas - presumably to be close to a wide selection of potential authors, specialized consulting skills, and a good communications system for book distribution. But the book manufacturer does not need to be so dependent upon an urban environment. He purchases his raw materials of paper, cloth, and ink in bulk; he delivers his product usually in bulk to his customers; and thus he can be independent of any sophisticated distribution system.

Nevertheless, book manufacturing has tended to locate close to the publishing industry. Those acquainted with either industry will recognize the conveniences which result in the form of continued consultation at all stages of production, and the flexibility of not being tied to one book manufacturing plant.

For some reason, probably because of competition, book manufacturers seem to view geographical location close to their publishing customers as of greater significance than publishers regard their proximity to book manufacturers.²

²The Book Publishing and Manufacturing Industry in Canada, A Statistical & Economic Analysis, Department of Industry, Trade and Commerce, Government of Canada, Ottawa, October 1970, p. 25.

The Province of Ontario has offered tax incentives to the book manufacturing industry as well as to other industries to expand in economically depressed areas. We do not believe that government should create unemployment in urban areas in order to reduce unemployment in non-urban areas. There is need to consider the total cost of relocation of a manufacturing business from an urban to a non-urban area, with regard to the following:

1. Location costs
2. Recruiting of personnel
3. Training costs
4. Material transportation costs - both ways
5. Selling expenses - sales expenses can far outweigh the seeming economic benefits of the non-urban location.

In some specific instances forgivable government loans have been granted to new companies locating in so-called economically depressed areas without investigation whether there is a need for additional industry capacity. This tends to create a very unfavourable competitive situation between the new government-assisted company and the long-term established (tax-paying) companies.

We believe that there is a need for the development of government assistance plans to aid the book manufacturers regardless of geographical location, such as (1) provincial governments specifying Canadian manufactured books for use in the schools, (2) the establishment of research and development programmes in both Federal and Provincial research facilities in the technological areas of typesetting, printing, binding, and applicable materials.

The captive manufacturing facility

The early European publishers were also printers, until a recognized distinction of function developed. Early Canadian experience seemed to follow a similar

publisher-cum-book manufacturer pattern. Recent trends seem to favour a distinction in function and towards corporate ownership. Indeed in the past two years two large tied plants have ceased comprehensive book manufacturing. In both instances the mechanical binderies have been relocated elsewhere in manufacturing operations quite distinct from publishing.

The publishing department tends to appreciate the flexibility of not being tied to one book manufacturing plant. It is able to shop around for competitive prices. If it has a sudden flood of production it will not be delayed by a restriction in the capacity of one plant.

The publisher/book manufacturer may be able to plan manufacturing with a comparatively even flow of production, and so avoid excessive under- and over-utilization of plant facilities. However, against such advantages must be considered the limited amount of manufacturing work available from a single source and the difficulty of utilizing fully mechanized production with a limited work flow.

Problems of mass production in book manufacturing

The public has grown accustomed to mass produced articles. Custom-made shirts, shoes, and even suits have given way to factory-produced articles. Yet an edition of a book is still a custom-made product. The publisher designs the book to his own particular specifications. The book manufacturer then produces it according to this special order. Standardization of paper sizes, page sizes, and materials would certainly facilitate the mechanization and efficiency of the book manufacturing industry, but they would also impose creative restrictions upon publisher and designer. In individual cases, the economies of standardization do not produce significant savings in costs for book quantities in excess of approximately 7500.

Perhaps the publishing industry is warranted therefore in indulging its individuality and whims for a small penalty of additional cost. However, to meet these variations, the book manufacturer must buy equipment with more than usual flexibility, and this indirectly increases overhead costs. Even more to the point, the book manufacturer is wedded to a batch system of production in which books advance to each stage of manufacture without true continuity and flow. This reduces the incentive for capital expenditure on highly mechanized equipment.

The size of the market

The Canadian Book Industry report³ has estimated the domestic sales of books in Canada by publisher in 1969 at some \$161,000,000 per annum. Of this total 48%, or some \$77,200,000, is estimated to be domestically produced. The value of the manufacturing element in the total sale has been estimated⁴ to represent \$30,800,000 (35%) manufactured in Canada and \$57,920,000 (65%) manufactured elsewhere. These figures suggest that the industry could be much larger if a greater proportion of books were to be manufactured domestically. Unfortunately, this cannot be readily accomplished because very small quantities are imported of large numbers of different books. Nevertheless, there are certain special factors which now make it hard for Canadian book manufacturers to offset this loss of production on imported books by competing in the export market.

The role of tariffs

Imported books are subject to duty of 10% on the ad valorem value. Books imported from Britain are permitted duty free entry. Books manufactured in the United States are exempt from duty if they are listed for use on a recognized course

³Ibid., p. 21.

⁴Ibid., p. 116.

of study. In practice the majority of educational books enjoy duty free entry from the United States. The majority of trade books or books of general interest do incur duty, but all foreign-language books are admitted duty free.

The importation of French-language books does not seem to be on the same scale as that of books in the English language, from Britain and the United States, but many U.S.-produced, English-language texts are used in French-Canadian higher institutions.

The application of duty seems to have offered little encouragement to the book manufacturer. It is a matter of more concern to the publisher. Duty does not seem greatly to influence domestic versus foreign manufacture. Books required in significant quantities in the Canadian market will tend to be manufactured in Canada. Books sold in small quantities will tend to be imported rather than domestically produced irrespective of duty. Quite obviously there is an overlap area where duty can play a role. Perhaps duty will become more significant now that book manufacturers from Europe and the Far East are actively offering their services in Canada for the production of Canadian published books for the Canadian market. By and large the Canadian book manufacturer has not been particularly tariff-minded in regard to the importation of books. He has however been tariff-conscious about the duty on imported production machinery which places him at a disadvantage vis-à-vis U.S. and other foreign competitors. He has also been conscious about the non-tariff barriers which have had the effect of helping to keep his product out of the export market.

The text-book market and domestic production of educational materials

Mention has been made of the favourable treatment afforded to locally manufactured books in British Columbia. Ontario too favours domestic production of educational

books, the criterion being one of Canadian manufacture rather than "made in Ontario". The Ontario system has for many years restricted the listing of authorized texts in the Department of Education's Circular 14 to books written, published, and manufactured in Canada. Books not so authorized were not eligible for provincial grants and moreover could be excluded by the intercession of the inspectorial staff.

There is no doubt that this policy of the Ontario Government did much to stimulate Canadian authorship, Canadian publishing, Canadian book manufacture, and the use of Canadian materials. An interesting and important side benefit was the encouragement afforded through authorship for Canadians to become recognized educators and platform figures at educational seminars and in-training workshops. The role of the U.S. educator was not by any means terminated but it ceased to be so dominant.

Three recent political decisions have had the effect of removing much of the benefit afforded by Circular 14 in Ontario:

1. The elimination of the specific text-book grant in favour of a block grant for the schools.
2. The relegation of the inspectorial staff of the Department of Education to a consulting role.
3. The introduction of the open school concept in elementary school and modular scheduling in high school, both of which have had the effect of down-grading the role of books and book related materials in the school.

Book manufacturers do not regard themselves as competent judges of educational innovation but they do support the concept that the best educational materials should be made available to Canadian students. Nevertheless, they cannot fail to notice the effects that these decisions have had upon their industry. They are aware of the

high level of unemployment among book manufacturers and the skilled craftsmen of the book manufacturing industry. They are aware that in the past two years three of the largest book manufacturers in Metropolitan Toronto have closed down (representing possibly one half of the total capacity available). They are aware of the shrinking demands of their publisher customers as they draw on their inventories rather than introduce new production to support their sales. Moreover, they are aware of the perilous state of the finances of some of their publishing customers of long standing.

They are aware of these effects despite the official policy of the Department of Education to maintain Circular 14 and the Minister's affirmation of that policy.

They are conscious that the elimination of the specific text-book grant has given school boards the facility to divert funds which formerly were used for the purchase of text-books to other more exotic purchases. They suspect that some school boards may indeed have followed such practices. They fear that in the present circumstances of financial stringency school boards may resort to unrealistic cuts in text-book purchases, which, while expedient to meet immediate short-term budgeting pressures, could be damaging educationally if perpetuated, and could be disastrous immediately to the publishing and book manufacturing industries.

The book manufacturers believe that the change in the role of the inspectorial staff of the Department of Education has weakened the ability of the Department of Education to see that its directives are being applied in the school system. The book manufacturers cannot fail to be concerned when these directives are not followed and would interpret that to be the case in a recent resolution by a Board of Education in the Toronto area authorizing its schools to use materials not approved in Circular 14, entirely in contradiction to a directive by the Minister. The book manufacturers wonder about the extent of non-compliance in other school systems.

The book manufacturers believe that there is a continuing role for Circular 14 in the schools and that if the directives of the Department of Education were to be followed and were to be subject to inspection for performance at the school level, then many of the ills of the book manufacturing and publishing industries would disappear without any deterioration in the efficiency or flexibility of the school system. The book manufacturers believe that at least as an interim measure the text-book grant should be restored as a specific grant and at a level commensurate with present costs and present needs in the schools.

The book manufacturers believe that the Ontario Government has shown leadership in fostering the growth of publishing and book manufacturing through favouring the Canadian educational book. They commend this policy to the other provinces so that Canadian publishing, authorship, and educational leadership can be encouraged.

Problem of U.S. Manufacturing Clause

The Canadian book manufacturing industry, along with Canadian publishers, suffers a singular disadvantage from the manufacturing provision in the U.S. Copyright Law. This manufacturing clause requires that in order to secure protection under U.S. Copyright law any work written by a U.S. citizen, regardless of domicile, or any foreigner resident in the United States, must be manufactured in the United States. The law does allow some limited easement from this provision by providing ad interim copyright protection for five years if no more than 1500 copies of a work are imported.

Canada has no such manufacturing provision, nor has any other country adhering to the Berne Copyright Convention. The American publisher thus has full access to foreign authorship and can enforce manufacture within the United States. The Canadian publisher also has access to foreign, including American authorship, but must in the case of an American author manufacture his book in the United States,

or abandon copyright in that country.

Note has been made above of the convenience of proximity of publisher and book manufacturer. Thus a book which for copyright reasons has to be manufactured in the United States tends also to be published by an American publishing house. Most certainly this manufacturing provision has had a deterrent effect upon Canadian publishing by restricting it to a limited home market. The book manufacturer is, if anything, at a worse disadvantage, because regardless of the location of the publishing office, if the book is by an American author it must be manufactured in the U.S.A. to maintain U.S. copyright protection. A book published by the Canadian branch of an American publishing house will tend, if it has any prospect of considerable sales in the U.S., to be manufactured there even if the author is a Canadian.

The manufacturing provision affects all creative activity covered by the U.S. Copyright Law. Thus artwork as well as literary composition is affected. Economists are doubtless baffled by the extremely adverse balance in the flow of printed materials between Canada and the United States. It can be partly explained by the fact that the Canadian printer is in effect excluded from a large segment of the U.S. market by threat of forfeiture of copyright protection. Instances are known of Canadian printers being successful in bidding for U.S. work only to be turned down because of the copyright problem. Worse still, even in cases where the manufacturing provision does not legally apply, the apprehensive would-be U.S. purchaser of Canadian production tends to play it safe and favour U.S. manufacture.

Earlier in this brief, reference was made to the high proportion of books sold in Canada which are manufactured outside the country. It was pointed out that the quantities of some of these titles are so limited that Canadian manufacture could not be justified. It should not be overlooked however that but for the manufacturing

provision the entire production run could be carried out in Canada for both the United States and Canadian market. Unfortunately, figures are not available to show how much additional book manufacturing would become eligible for production in Canada. However, it is not idle speculation to suppose that the adverse trade balance of book production could be reversed when one realizes the immense size of the U.S. market from which the Canadian book manufacturer is presently excluded. The Canadian book manufacturer should be able to compete on equal terms with his U.S. counterpart if he is able to secure the volume of business required to justify installation of comparable equipment.

This may appear to be a special plea for Canadian book manufacturing. It does however have special relevance to Canadian publishing. Because of the limited size of the Canadian market the Canadian book manufacturer and his suppliers cannot afford the same degree of specialization in equipment and personnel as their U.S. counterparts. The Canadian book manufacturer has to equip his plant to provide maximum flexibility for all types of book production. With the U.S. market open to him he could specialize for a segment of that market to his benefit and that of his Canadian customers.

The Toronto Agreement (Copy attached Appendix A)

In February 1968 a representative group of Canadian and U.S. publishers, book manufacturers, labour leaders and members of the graphic arts met in Toronto to discuss common problems.

The problems included those of copyright affecting underdeveloped countries which were treated in the Protocol to the Stockholm Agreement of 1967 under the Berne Union, the implementation of the Florence Agreement by the Canadian government to permit the duty-free importation of cultural and educational materials, and the elimination of the manufacturing clause by the U.S. government.

The Stockholm Protocol, which was a matter of concern to publishers and book manufacturers alike, is to be superseded by a new agreement to be worked out in Paris in July 1971. The Canadian government is pledged at a time of its own choice to implement the Florence Agreement.

Despite the co-operation of the U.S. groups in seeking action for the elimination of the U.S. manufacturing clause for the Canadian manufacturer, which became apparent in the draft of the new U.S. copyright bill, the manufacturing clause still remains in force. It has been stated by the Canadian government that it is in no hurry to implement the Florence Agreement while non-tariff barriers are still in effect and discriminate against the Canadian publisher and book manufacturer.

Pressure should be continued for the elimination of the manufacturing provisions in the U.S. Copyright Act.

Photocopying

Modern technology has developed the photocopying machine. The system is cheap, quick, and the convenience of making copies of almost any form of printed material is undeniable. Photocopying does however have certain unfortunate disadvantages. It tends to reduce the sale of the original source material. Thus indirectly it affects the quantity the book manufacturer will produce. More seriously, in the case of copyright material a reduced sale potential due to illegal photocopying can influence the decision by the publisher to proceed with publication. Marginal publications - many of which have importance greatly in excess of their circulation - may well become casualties or never be published at all.

The Canadian Copyright Institute has advocated a system to allow one collection of a small royalty on each photocopy made of copyright material. Funds so collected

(at 2¢ per page, for example) could be remitted to the publisher for sharing with the author. This token payment would go some way to recompense publisher and author for the loss of revenue due to photocopying. The publisher's share could well mean the difference between the decision to publish or not to publish a marginal item. Perhaps the book manufacturer should reconcile himself to some reduction in quantity of production. At least the decision to publish will give him opportunity to produce, albeit in smaller quantities. A decision not to publish means no work at all, and a failure to communicate the ideas of perhaps a worthy author to a wider public.

Another abuse which affects publisher and book manufacturer alike is the large-scale duplication of copyright material - usually in educational institutions - in complete disregard of the fair usage concept in copyright law. Exercise materials can easily be duplicated on equipment available in the schools, but the product is frequently of lower quality and higher cost than the original materials supplied by publishers. The schools continue the practice because no proper costing is made of supplies and overhead.

Such illegal duplication influences the sale by publishers of this material and affects their ability to bring out new materials. Most certainly the book manufacturer suffers also.

The dependence of book manufacturer on publisher

It has been argued that the book manufacturer need not be dependent upon a native Canadian publishing industry, that in a situation of branch office publishing in Canada the book manufacturer should be satisfied with the Canadian share of production of books essentially originated abroad. Such an argument might have been tenable in the days of single adoptions of texts for use in the provinces -

provided adequate protection was afforded to enforce local production and provided educators were satisfied to use foreign texts. Today the market has become fragmented with so many competing products and so wide is the choice of material that it is doubtful whether the limited quantities to be imported of any single title would justify local production. In almost every case the "run-on" cost tagged onto the end of a much larger foreign production - without any additional preparation costs and make-ready time - would be much cheaper than local production. The local branch office could take advantage of this low cost foreign production while importing it at a sufficiently high ad valorem value to avoid running foul of any anti-dumping provisions.

It must be recognized that the Canadian book manufacturing industry must be dependent upon a healthy Canadian publishing industry. It would be wishful thinking to suppose that it could even survive in an export market without the opportunity to recover costs on its domestic production.

Some other copyright problems

Canada is a member of both the Berne Copyright Convention and the Universal Copyright Convention. The United States is a member of the Universal Copyright Convention only. Thus Canadian authors and proprietors of copyright can look to a high level of protection in all countries of the Berne Union. But in the United States protection is at a lower level and goes back only to the date when Canada became a member of the Universal Copyright Convention in 1962. Consequently, all Canadian works of an earlier date (unless with a copyright specifically registered in the U.S.) have no copyright protection in the United States. Thus it is possible for "pirated" editions of these works to be offered for sale quite legally in the United States.

It is intolerable that U.S. copyright proprietors have for many years taken advantage of the higher level of protection under the Berne Convention by arranging for simultaneous publication in Canada, without extending any consideration or reciprocal privileges and moreover permitting piracy as mentioned above.

Another problem exists in relation to works in public domain. Certain works of literature, and scholarship, are in public domain yet merit re-publication in contemporary style involving considerable expense in design and typesetting changes. If a publisher wishes to publish such a work, he is at risk that another publisher will cheaply reproduce his product by photo-offset without similar preparatory expenses and sell an identical work in competition at a lower price. This lack of "format" copyright on works in public domain offers little encouragement to publishers and printers to co-operate in keeping works in public domain in print. It is urged that some form of format or typographical copyright protection should be introduced. Such protection is now offered in the United Kingdom and certain other countries. Thus the Canadian publisher and book manufacturer is in effect excluded from the opportunity of competing in this market through lack of protection. The Economic Council of Canada has recommended that such protection should be given.⁵

The role of the trade book

It should be noted that the profits from text-book publishing in Canada have in the past largely supported the losses sustained by trade publishing. With the deterioration of educational publishing the problems of trade book publishing have therefore increased.

⁵Report on Intellectual and Industrial Property p. 157, The Economic Council of Canada, January 1971 published by Information Canada, Ottawa.

The manufacture of trade books does not represent as high a proportion of total production to the Canadian book manufacturer as do text and educational books. Nonetheless it is an important segment of total sales and apparently a growing one. Its problems are rather special. The Canadian trade book market is not sufficiently large to permit large production runs save in rare cases. Frequently the publication of the trade book is a marginal venture with capital costs high in relation to the potential market. The publisher - an optimist always by temperament - will be tempted to increase his production quantity to arrive at a satisfactory unit cost and selling price. Far from solving the problem, this may well tie up excessive working capital in inventory and postpone the moment of truth when a write-down of excessive stocks destroys the profitability of the venture.

Book manufacturers do not benefit in the long run from printing excessive stocks of books for future obsolescence. They believe that the problem of high capital costs of new publishing ventures is one where some form of aid, grant, or guarantee could be of enormous benefit to the publishing industry and the cultural enrichment of our society. If grants were made to help defray the capital cost of publication, such grants could be refunded if the books returned adequate profits, and the capital would thus become available again.

In this way limited funds could be used to encourage a number of different publishing projects. The book manufacturers believe that such an approach might be more effective than that of an outright grant, and tend to encourage self-sufficiency in the industry.

"Trade books", of course, comprise the poetry, fiction, drama, popular biography and history, and juvenile books which are the most creative portion of a nation's publishing industry. It is well known that the total Canadian output in these

areas is well below the level of other comparably literate nations, and the only logical explanation for this failure is the weakness of the trade publishing industry. In recommending assistance to this portion of the publishing industry, book manufacturers can claim to be largely disinterested, since it is not an area of large profit for them.

It should be noted, too, that the publishers in a number of countries (notably, France) have long been given direct governmental subsidies to aid in the production of illustrated books, in particular those which reproduce famous works of art in the art galleries, museums, and public buildings. Undoubtedly these subsidies have been granted not only to advance the national prestige, but also to attract tourists. Canada does not compare with some countries in the extent of its art holdings, but it is notable that several handsome volumes which illustrate the beauties of the Canadian landscape have recently been published at the expense of the federal government, being obviously beyond the pocket of Canadian commercial publishers. The other side of the picture is that several outstanding illustrated volumes published by Canadian houses in the past few years have been printed in Italy, or Holland, or elsewhere abroad, the combination of Canadian costs of production and Canadian limited markets making them otherwise not viable. How much better to advance Canadian manufacturing technology by making possible their production in Canada.

Conclusions

1. That the book manufacturing industry is dependent upon a flourishing book publishing industry. It supports fully measures to improve the health of the book publishing in Canada, and increase job opportunities in this and in associated industries.
2. That the book manufacturers believe that specific text-book grants should be reintroduced in Ontario and Circular 14 of the Department of Education maintained

and adhered to.

3. That it is hoped all provinces in Canada will give encouragement to Canadian authorship, publishing and book manufacturing on lines similar to those recommended above for Ontario.
4. That the federal government be urged to make every effort to achieve elimination of the manufacturing provisions in the U.S. Copyright Act.
5. That the federal government be urged to ensure that relief be given from the abuse of photocopy and duplication of copyright materials either through enforcement of the present law or through some compensation procedures.
6. That some form of support be given to the Canadian trade publisher to assist him in his problem of high capital costs and limited market possibilities.
7. That "format" copyright be introduced.

In conclusion, too, it might be noted that Canada shares a heritage in two of the most widely used languages of communication, literature and learning. It is ironic that economic circumstances seem to prevent Canada from sharing the full creative activity in those languages. Hesitantly, even painfully, Canadian authorship, publishing, and book manufacturing have grown and special skills have been developed among those engaged in this communications industry. A primary aim of every developing country has been achieved, a competence in communication, and the enjoyment of being able to produce materials for the benefit of its society. At the moment of this success Canadian society seems ready and poised to reject these skills and abandon its achievement largely through indifference. The danger to the publishing industry, Canadian authorship, and book manufacturing cannot be overemphasized. There is, however, an equal danger of it being ignored.

AGREEMENT OF TORONTO

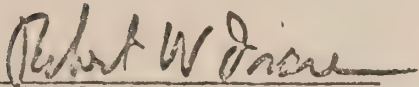
Representatives of the U.S. and Canadian business and labour organizations concerned with printing and publishing met in Toronto on February 16, 1968 to discuss three interrelated issues of mutual interest, namely, an exemption for Canada from the U.S. manufacturing clause, Canadian acceptance of the Florence Agreement, and effective resistance to weakening of international copyright protection.

After a thorough discussion of all aspects of these inter-related issues, the following courses of action were unanimously agreed upon:

- (1) The Canadian group will promptly inform the Canadian Government of the Toronto meeting and of the agreement to take parallel action on both sides of the border to bring about exemption for Canada from the U.S. manufacturing clause and the acceptance by Canada of the Florence Agreement. The Canadian group will urge the Canadian Government to accept the Florence Agreement as soon as exemption for Canada has been adopted by the U.S. Congress. It is noted that the acceptance of the Florence Agreement can be accomplished in Canada without the necessity of an Act of Parliament.
- (2) The U.S. and the Canadian groups will co-operate closely in urging their respective governments to consult and work together to oppose the Stockholm Protocol or similar actions weakening international copyright protection which may be proposed under the Universal Copyright Convention.
- (3) The U.S. group will do its utmost to obtain incorporation of an exemption for Canada in the manufacturing section of the bill to revise the U.S. copyright law (S.597) now being considered by a U.S. Senate Subcommittee. Specifically, the U.S. group will inform the Department of State of the Toronto meeting and will urge the Department (a) not to oppose an exemption for Canada from the U.S. manufacturing clause, and (b) to work closely with the Government of Canada in opposing weakening of international copyright protection under the Berne Convention or the Universal Copyright Convention. The U.S. group will also bring to the attention of the appropriate subcommittee of the Senate and House Judiciary Committees the recommendations of the Toronto meeting with respect to the manufacturing clause amendment.

AGREEMENT OF TORONTO

- (4) It is anticipated that co-operative efforts on, and resolution of, the foregoing issues in a mutually satisfactory manner will lead promptly to definite future co-operation between the United States and Canadian groups on the removal of any remaining barriers to trade between the two countries affecting the printing and publishing industries.



On behalf of the U.S. group

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Leo N. Albert, Chairman
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Joe Bailey
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Book Manufacturers' Institute

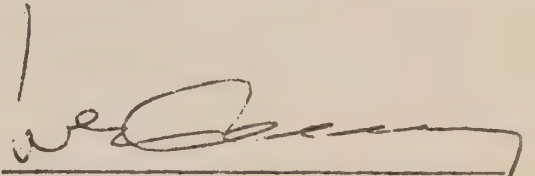
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American Book Publishers Council

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On behalf of the Canadian group

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BRIEF
to the
ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:
NEW PRESS

APRIL 29, 1971

A brief discussing the problems of the Canadian book-publishing industry, together with some proposals for government aid, presented by the interim Council of Canadian Publishers to the Minister of National Revenue, Mr. Gray, December 4, 1970

INTRODUCTION:

The Canadian-owned segment of our English-language book-publishing industry is in very serious difficulties: so serious that in the past two months, two of the oldest and most important Canadian publishing houses have been sold to foreign interests. These difficulties, however, are not experienced by the many foreign-owned publishing houses operating in Canada; therefore the group of publishers sponsoring this brief consists only of Canadian-owned firms sharing common problems and common threats to their survival. They include:

Clarke, Irwin and Co.
Griffin House
Harvest House
House of Anansi
M.G. Hurtig
James, Lewis & Samuel
New Press
Peter Martin Associates
Progress Books

On November 26, 1970, this group met and agreed to move towards the formation of a Council of Canadian Publishers. For convenience the group, while only an interim body at present, will hereafter be referred to under that title.

Its primary purpose is to encourage the development and continuance of Canadian-owned book publishing. At the moment it is in the formative stage, and in the coming weeks all Canadian-owned publishers will be invited to join and to participate in the drafting of a formal constitution. Among them the founding firms published a total of 85 original books during 1970, and have a total of 717 in print. (See attached publishers' catalogues).

One of the root causes of this industry's problem is the small size of the English-Canadian market: a market of about 16 million people, compared to 50 million in Great Britain and 200 million in the United States. Yet smallness would not be an obstacle to a healthy native industry if that industry were rationalized to meet Canadian market conditions; and if Canadian publishers participated as agents in the selling in their own market of all American and British books (as is generally the case in the U.S. vis-à-vis British books, and vice versa).

But this economically healthy situation has not come about, because of several interrelated factors described below.

THE PROBLEMS OF THE CANADIAN-OWNED PUBLISHING INDUSTRY:

1. The unrestricted entry into Canada of American and British-owned publishers. In small numbers these firms might provide stimulating competition for Canadian houses. But the fact is that today they outnumber Canadian-owned firms by almost two to one (even including in the latter category a number which, while owned in Canada, are little more than distributors of American and British books). For example, of the 43 firms represented on the Canadian Book Publishers' Council, 27 are owned abroad and only 16 in Canada. The result is a fragmented industry, in which Canadian-owned publishers suffer serious disadvantages.

These disadvantages have been compounded in the past by the U.S. tariff against imported books. Until 1963 it was illegal for Canadian and other foreign publishers to export a book into the U.S. in any quantity greater than 1500 copies. In 1963 that ruling was modified to cover only books written by American citizens; but the net result has been that for most of this century, Canadian publishers have been effectively shut out of the lucrative market below the border, while having to battle foreign competition in their own market.

2. The immense capital resources of the foreign-owned firms.

With home markets many times the size of Canada's, the foreign-based firms have two enormous competitive advantages:

a) where they are simply selling their own American or British books here, they have the advantage of economies of scale, which are only increased by their free access to the Canadian market — that is, their unit costs are much lower than Canadian publishers', and their profits are greater, making entry into our market a simple and profitable venture; and b), where they are originating titles for the Canadian market alone (i.e. the situation facing Canadian-owned firms almost all of the time), their greater capital reserves allow them to give authors more attractive royalty arrangements, and to invest more money in research, production, distribution, and promotion. To appreciate the magnitude of this kind of competition, one has only to realize that Holt, Rinehart & Winston of Canada is owned by the Columbia Broadcasting System, Ginn of Canada by the Xerox Corporation and Van Nostrand Reinhold by Litton Industries.

On the other hand, any publisher originating titles for the Canadian market alone, and lacking foreign markets, finds itself chronically short of working capital. Canadian publishing has not proved attractive to the Canadian investor; loans and credits from banks and other sources are minimal. Thus the independent Canadian firm loses ground steadily to the heavily capitalized foreign subsidiaries, which annex more and more of the market by being able to invest speculatively in ambitious new projects.

3. The technological revolution in educational materials.

In general, educational publishing has always been the most profitable activity for most Canadian firms. Until a few years ago a publisher would develop a line of textbooks in a certain subject for use in elementary or high schools; if the line were adopted by one or more provincial Departments of Education, the publisher would be enabled to print and sell long runs of 50,000 or more copies of the books. Only in this way was the Canadian publisher able to achieve regularly the economies of scale known elsewhere. In some firms a portion of these textbook profits would be used to subsidize the publication of books for the general public - fiction, poetry, biography, social comment, etc. Known as "trade" books, these tended to be far riskier than texts; an average sale might or might not be enough to break even on the project, depending on the publisher's costs.

But the nature of educational publishing has changed radically in the past few years. Responding to technological developments in the manufacture of teaching materials, provincial Departments of Education have moved away from the concept of the single-textbook course, to favour the use of films, film strip, cassette tapes and various learning kits combining printed matter and audio-visual aids. The difficulty for Canadian publishing is that the bulk of these materials comes from the United States. They are expensive to develop and produce and, being new, they require a great deal of research and classroom testing. American publishers have had the capital to invest in them; Canadian publishers have not.

Moreover, much of the development cost in the U.S. has been borne by government and private foundations, which initiated research projects and then turned over the results to American publishers on a licensing basis. Thus the Canadian-owned textbook firms are not only subjected to diminishing returns in their most profitable publishing area, but are financially unable to compete in the technology that has brought this situation about.

4. The decline of the agency business. Another important source of revenue for Canadian publishers has been the distribution on an agency basis of American and British books. While some firms continue to find this role profitable, many do not. Rising overheads and unfavourable international licensing arrangements have combined to reduce the profits of Canadian agencies; and in recent years, Canadian librarians have been buying large quantities of books direct from big American jobbers, thus bypassing the Canadian agents for those books. A profitable agency business may also disappear when a foreign firm establishes a Canadian subsidiary; in the case of the recent sale of W.J. Gage to the Scott Foresman Company, the foreign firm found it more profitable to buy up its agent and locate directly in Canada.

5. The damaging effects of American media fallout. A major factor in selling books is advertising and publicity. American publishers in particular possess far greater resources than Canadian publishers for this purpose; the amount of money spent advertising and promoting a single American book may equal the entire advertising and publicity budget of a Canadian publisher for one year. In addition, the sale of movie rights to Hollywood provides large returns for the American publisher and extends the life of a book, particularly in the paperback stage. As yet the nascent Canadian film industry has not been able to collaborate with publishers in this way. The effects of this imbalance are felt in Canada because of the penetration of American magazines, television programmes and films. The overwhelming nature of this penetration, rather than literary quality or relevance of content, is the major reason why the bestselling books in the U.S. become the bestselling books in Canada.

6. Difficulty of access to the mass paperback market. The problems of educational publishing and the agency business affect mainly the older, more established Canadian publishers. A number of newer and smaller houses on this Council specialize in the publication of "trade" books. They and any of the older firms with large trade lists experience a major loss of business by being unable to break into the mass-paperback market: i.e. the market for low-priced pocket-books sold on news-stands in variety stores, drugstores, supermarkets, etc.

All but one of the national paperback distributors, through which the publishers must work to obtain countrywide news-stand exposure, are foreign-owned. These distributors are geared to dealing with the large American and British paperback companies - Signet, Bantam, Ballantine, Pocket Books, Penguin, etc. - which buy the paperback rights to hardcover books published in their own countries, and which issue many new titles each month. This constant flow of new titles from the big paperback concerns through the national distributors to the local wholesalers and retailers occupies virtually all the news-stand space in Canadian outlets. There is no comparable paperback concern reprinting Canadian trade books on a mass scale. And it has so far proved impossible for a single Canadian trade publisher to mount a successful operation of this kind on its own. Once again, economies of scale are difficult to achieve in the small Canadian market.

7. The buying practices of Canadian libraries. The above points provide some of the reasons why the major proportion of the dollar volume spent on trade books in Canada - generally estimated at 85 per cent - is spent on books published abroad.

With the market conditions described above, it is inevitable that booksellers will do the largest part of their trade in American and British books. But what of our public and school libraries? As publicly supported institutions, they may be considered to bear an obligation to their community, an obligation to inform that community about itself by making Canadian books of quality generally available.

This Council believes that Canadian libraries have not been discharging that obligation adequately. It is generally agreed by the publishers represented on this Council that a typical sale of a bestselling Canadian hardcover book to Canadian libraries is 500 copies; and that the average book sells about 200 copies to libraries. Yet there are approximately 10,000 libraries of all kinds - public, school, university, and institutional - in Canada. In fact, it appears that the position of Canadian books in our libraries is no better than in commercial outlets.

This is not to say that every library should order a copy of every book published in Canada: but simply that on the whole, our librarians could be doing a much better job of serving Canadian readers and authors. In addition, their tendency to order foreign and sometimes Canadian books from American jobbers, thereby bypassing the Canadian agent or publisher, has weakened the industry further.

8. Summary. Canadian ownership of our book-publishing industry is being rapidly eroded. It will soon disappear on all but the cottage-industry level unless quick decisive action is taken on an industry-wide scale. The only body capable of taking such action is government, both federal and provincial. Why it should do so will be discussed next.

SOME PROPOSALS FOR GOVERNMENT AID TO THE BOOK-PUBLISHING INDUSTRY

A preface: the importance of Canadian ownership in book-publishing

The comment is often heard that it does not matter who owns Canadian publishing houses: that houses owned abroad are good corporate citizens, publishing books for and by Canadians and often printing them (though not always) in Canada.

11.
Statements like this are true as far as they go. But a closer look at the publishing programmes of foreign-owned subsidiaries reveals a significant factor: what they don't publish. With the exception of a handful of firms (most notably Macmillan of Canada and Oxford, and very occasionally Longman and Doubleday), subsidiary publishers are not engaged in creative, cultural publishing in Canada. They do not publish novels, poetry, history, biography or works of literary, social or political criticism by Canadians. They confine themselves to the activity where sure profits are to be made: educational publishing.

Because of the subsidiaries' practice of avoiding the risky but culturally vital area of trade publishing, the volume of Canadian trade books will decrease as houses like Ryerson Press are bought by foreign interests. Traditionally, Ryerson has had a strong trade list: McGraw-Hill of Canada has virtually none, and is unlikely to initiate one now. Thus Canadian society has lost one of its major sources of books that inform it about itself.

It is sadly ironic that this has happened at a time when the federal government is establishing Information Canada because Canadians know too little about their own country; and when the Canadian Radio and Television Commission is requiring higher levels of Canadian content on radio and television stations. If the federal government is serious about encouraging Canadian cultural expression and self-knowledge, then it must see the

book-publishing industry as a key partner in this effort; and it must recognize that ownership in Canada is a highly relevant consideration. That is the first reason why federal government aid to Canadian-owned book publishers is justified and necessary.

The second reason is that book-publishing, while not a large industry by Canadian standards, is a highly specialized one and is intimately related to three other specialized and sophisticated industries: the printing, binding and graphic design industries. As more Canadian-owned publishers are forced out of business or absorbed by foreign firms, jobs are lost in all these industries. When McGraw-Hill buys Ryerson, for example, all the Ryerson employees are not automatically hired by the new owner, since that would not be economically rational. It is also well known that Canadian printers and book binders are short of business at the moment, and are laying off employees or working shorter weeks. These companies will be damaged further whenever American-owned subsidiary publishers find it cheaper or more convenient to have their printing done in the U.S. Therefore there are grounds for the federal government treating the Canadian-owned book-publishing industry and related trades as a depressed area of the economy, requiring financial help.

In the light of these two conditions for federal involvement in the state of Canadian publishing, The Council of Canadian Publishers puts forward two sets of recommendations: group A includes short-term emergency measures, and group B long-term measures to ensure not only the survival, but the continuing health of the industry.

Recommendations:

A. The following are the minimal first steps required to retain a meaningful degree of Canadian ownership in book publishing. If these steps are not taken immediately by government, other Canadian-owned publishers will go the way of the Gage and Ryerson companies early in the new year.

1. A federal government loan fund for book publishers.

The federal government lends money to industry through a variety of means. Because of the crisis in the book publishing industry, a federal loan fund for publishers must be established at once (perhaps under the auspices of the Industrial Development Bank or some other existing agency), to provide long-term, low-interest development loans at 2 per cent under prime interest rates. These loans would be put to a number of important uses: advances against authors' royalties and research expenses, facilitating the writing of books that otherwise would not be written; the hiring of skilled staff; and the improvement of marketing techniques in sales, advertising and publicity.

It must be emphasized that a publisher's greatest assets are intangible ones--basically, good editorial and artistic judgment. By the nature of their business, publishers do not invest heavily in land, buildings or machinery (which the IDB generally requires as collateral). Clearly then the quality of a publisher's past performance and future plans must act as the chief guides to the lending body when considering an application for a loan. The publisher's existing inventory could also be a factor.

Federal loans of this kind are essential to Canadian-owned publishing houses. They provide the only immediate possibility for these houses to withstand competition from foreign-owned firms, especially in the area of marketing and the development of new types of publications.

2. The library purchase plan.

A committee including representatives of the Ontario Department of Education and several Canadian-owned publishers has already been discussing a simple plan to aid the publishing industry, and at the same time to benefit public^{and} school libraries in the province. Under this plan, the province would appropriate a sum of money with which librarians would purchase Canadian hardcover books for their libraries, at the trade discount of 40 per cent off the retail price. The selection of the books would be at the librarians' discretion, the only condition being that the funds be spent on books from Canadian-owned houses.

Adoption of this plan by each province, or even by several of them, would bring immediate and considerable benefits to the publishers; it would require them to reprint many of the titles ordered, thereby providing much additional business for printers and book-binders, and increased royalties for authors; and it would endow libraries across the nation with a vastly improved selection of Canadian books.

The Council recommends that the federal government adopt a similar plan for endowing libraries under its jurisdiction--in federal departments, and embassies and other offices abroad. The advantages of this plan are that it can be implemented quickly and will produce immediate benefits not only for publishers, but for authors and trades related to publishing.

3. Increased aid to publishers and authors from the Canada Council

The Canada Council makes available to publishers small grants (generally in the neighbourhood of \$500 to \$1000) in aid of publication of literary books. At best these grants allow the publisher to cover his losses on production costs, plus some small part of the over-head that the book must bear. But frequently even this much is not achieved. In other words, the Canada Council's grants to publishers are minimal and not a major budget factor for most firms.

This situation must change at once. The Canada Council finds many hundreds of thousands of dollars in its budget for symphony orchestras, ballet companies and theatre groups, but in the year from June 1969 to June 1970, it disbursed only about \$92,000. to trade book publishers, of which over half went to French-language publishers in Quebec.

The present grants are about one-third the size they should be, if the Canada Council is going to give meaningful assistance in the unprofitable field of literary publishing. We recommend therefore that the Canada Council at least treble the size of its publication grants; and that it alter its procedures so as to award grants on the basis of a series of books, instead of on the basis of single titles only.

These measures would shore up the most financially vulnerable area of trade publishing and would encourage more firms to enter it, thereby increasing the chances of Canadian authors to have their work published. One further step should be taken, however, to encourage authors. At the moment, the Canada Council provides grants to authors to assist the completion of literary works. But should a work become published, the financial return to the author in the form of royalties is almost always negligible, because of the small audience for such books in the small Canadian market.

Therefore it is usually impossible for a Canadian author to make a living from his work in the manner of American or British writers. To alleviate this situation somewhat, it is recommended that the Canada Council establish a new category of publication grants to supplement authors' royalties, possibly based on copy sales. The basis on which to award these grants will have to be studied, but the principle must be accepted that Canadian writers need and deserve greater financial encouragement.

4. Government designation of book publishing as a key industry.

Canadian broadcasting outlets and newspapers have been recognized as vital components of our independent national existence, and ownership of them by foreign interests is prohibited by Parliament. Book publishing must also be viewed as a key communications industry, and should have been long ago. This Council recommends that the sale to foreign interests of the few remaining Canadian publishing houses be prohibited by law; but at the same time it stresses that this measure will be meaningless unless coupled with the three positive measures listed above. In other words, Canada requires not only a native publishing industry, but a healthy and expanding native publishing industry.

B. Once the immediate crisis is averted by recourse to the above measures, certain long-term means can be found to ensure the viability of the Canadian-owned book publishing industry, and to avoid a state of permanent emergency.

Listed below are some ways of strengthening the industry in the long term; all are worthy of joint study by government, publishers, booksellers and librarians:

1. A Publishing Development Corporation, modelled on the Canadian Film Development Corporation, to invest jointly with publishers in costly projects.
2. Establishment of a national book review.
3. Encouragement of a Canadian library distribution agency (on a par with the large book jobbers in the U.S.) to provide central ordering, invoicing, shipping and billing for libraries and publishers.
4. Establishment of a Canadian paperback reprint house, perhaps owned jointly by existing publishers, to ensure mass paperback distribution of Canadian titles.
5. Government action to assist those groups (presently including The Canadian Book Publishers' Council and Canadian Authors' Association) which are urging repeal of the U.S. law restricting imports of books written by American citizens.

6. Means to expand export sales of Canadian publishers.

By resorting at once to the four measures in group A, and by studying and acting on those proposed in group B, the federal government can provide a fair and reasonable opportunity for Canadian publishers to return to a strong competitive position. Without such action, there is no certainty that there will be much left of Canadian-owned publishing a year from now.

Starts Aug 1

LETTER OF AGREEMENT between OUTERBRIDGE & DIENSTFREY, INC., 200 West 72 Street, New York, New York 10023 and NEW PRESS, 84 Sussex Avenue, Toronto 179, Canada:

The intent of this agreement is that each publisher shall have the right to publish in his country all the books being done by the other publisher in the other publisher's country. The only general exception to this rule is where the original publisher cannot offer the second-country rights, because the author has previously sold them. Each publisher agrees to make every effort to secure foreign rights to all books he publishes.

1) Each publisher guarantees to publish in his own country, every book of the other publisher now in print, and to add to the published list, every new title as it comes along. To publish means one of the following:

A) The subsidiary publisher shall buy from the original publisher copies of the book with his imprint for later resale, and shall catalogue the book and include it in all his general promotional and advertising material. A minimum order of books for resale in this category shall be as follows: Outerbridge & Dienstfrey purchase of a New Press title, 3500 copies; New Press purchase of an Outerbridge & Dienstfrey title, 1500 copies. (Category 1)

B) The subsidiary publisher shall take on consignment at least 200 copies of the original edition, or a joint imprint, and display it prominently in his catalogue with 50 words of description. (Category 2)

C) The subsidiary publisher shall stock 50 copies of the book on consignment and carry it in his catalogue with a brief description, of around 25 words. (Category 3)

2) The subsidiary publisher who puts a title in category (1) also acquires automatically the paperback and all other subsidiary rights and becomes the agent for those rights. Revenues for all categories are shared as detailed below:

A) Originator (publisher who holds original manuscript) sells Continental rights on his own book which subsidiary (the other party to this agreement) has placed in category (2) or (3). The Originator holds 100% of proceeds.

B) Originator sells Continental rights to his own book which subsidiary is handling in its country as category (1), the originator shall receive 80% of the proceeds, the subsidiary 10%.

C) The subsidiary sells Continental rights to a book purchased from the Originator and placed in category (1), both the originator and subsidiary shall receive 50% of proceeds.

continued

D) The subsidiary sells a title purchased from the originator which it has placed in category (2) and (3), the originator shall receive 75% of proceeds, the subsidiary 25%

All subsidiary rights as outlined above shall be subject to the provisions of the originator's contract with its author in terms of divisions of proceeds on domestic sales.

3) New Press will automatically acquire the French language rights for Canada for every book from Outerbridge & Dienstfrey it accepts in whatever category, and Outerbridge & Dienstfrey shall have English rights in the U.S.A. and the Philippines.

4) The original publisher agrees to supply to the subsidiary 50 free copies for review purposes, of every book in categories (2) and (3), or 10% of the opening order, whichever is less.

The subsidiary publisher shall for his first publication of a title take only the cloth edition where available, and take the paperback edition at his own discretion later on.

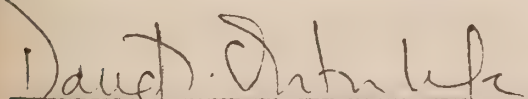
5) When a subsidiary publisher plans to place a title in category (2) or (3), and the original publisher judges that it should have been placed in category (1) it has the right to offer such a book to another house in the subsidiary country, providing always that if he accepts no other offer from a publisher in the subsidiary country, he must accept the offer of the subsidiary publisher within 6 months after the date of publication of the book in the original country, and providing also that the original publisher may not so offer under this clause more than 3 books from his list in any given calendar year.

6) The price to the subsidiary publisher for all books in categories (2) and (3) shall be 40% of the original catalogue price of the original publisher. The price of the books in category (1) shall be arranged by negotiation from book to book.

7) This agreement may be cancelled by either party in writing on 6 months notice.

8) All payments for books to a publisher are in the money of his country. All payments for shared rights in the subsidiary country are in the money of the subsidiary country.

AGREED TO AND ACCEPTED BY:


Outerbridge & Dienstfrey, Inc.


New Press

DATE

April 8, 1971

For release 10 a.m. April 16th

A unique publishing agreement has just been concluded by two new and fast-rising book publishers, one American and the other Canadian.

Outerbridge and Dienstfrey of New York and new press of Toronto have entered a continental co-publishing and distribution arrangement, whereby each will represent the other fully in its home market. In addition, the two firms will co-operate in discovering, editing and producing titles with broad North American appeal.

The arrangement is unusual because of its international character, but also because Canadian book publishing has been passing through its darkest days recently, with two of its oldest and largest houses selling out to U.S. interests and a third now up for sale. It is also unusual that a U.S. publishing house would spend time and interest to find effective partner publishers rather than "just push the easy pulp," according to David Outerbridge.

The Outerbridge & Dienstfrey-new press partnership involves no shift of ownership, and opens up the large U.S. market for Canadian books and authors. No other Canadian publisher has achieved a fully reciprocal arrangement of this kind with an American counterpart.

...more

Contact between the two houses was initiated by Teri McLuhan, Marshall McLuhan's 25-year-old daughter and author of the forthcoming book on North American Indians Touch the Earth, to be co-published under the new agreement. She was in the employ of Outerbridge and Dienstfrey at the time.

Other co-operative projects include Shrug: A Study of Trudeau in Power by Walter Stewart, The Death of Hockey by Bruce Kidd and John McFarlane, Overland to India by Akhmed and Out of the Silence, a photographic essay on west coast totem poles by Adelaide de Menil.

The two firms have much in common: both are owned and operated by young men, and both have published a number of highly successful books since opening for business a year-and-a-half ago.

David Outerbridge and Jim Bacque, spokesmen for the houses, feel that the strength and vitality of their publishing will be enhanced immeasurably by the scheme.

The two firms are also jointly developing plans for a continental partnership to greatly expand the distribution of books by other North American houses. They seek to restructure distribution in line with the audiences and publishing of the 1970's. One aim would be to reach the youth market in universities and high schools by new sales techniques.

...more

Outerbridge and Dienstfrey has been called "the most exciting house of the 1970's" by a New York paperback editor. The founders were involved in education before deciding to start their firm. Harris Dienstfrey says he is "interested in the tangled richness of American life and culture." David Outerbridge wants to realize "the missed potentials in education." new press was founded by three young men--Dave Godfrey, Roy MacSkimming and Jim Bacque--who are all writers. They first met in France where they were working on their novels, and founded their house on their return in 1969. All three are committed to social action books as well as to discovering creative talent in fiction and poetry.

RESULTS OF SURVEY ON CANADIAN PUBLISHING DONE BY NEW PRESS

1. How many publishers are there in Canada?

123 listed but 98 is the accepted operational figure.

2. How many are owned in Canada? in U.K?, in U.S.A?

as an educated guess- Canada 53
U.K. 12
U.S.A. 33

3a. What is the dollar volume of imported books?

\$ 124 million in 1969. \$9.8 million from France
\$8.4 million from U.K.
\$100.7 million from U.S.A.

b. What is the dollar volume of Canadian books?

1965 \$22,501,000.00 (from 425 establishments-inc. pamphlets et
1966 \$26,579,000.00 (from 431 establishments
1967 \$31,769,000.00 (provisional figure)
these are the only statistics available - they are all inclusive
and are not ready yet for 1968 or 69.

c. What is the dollar volume in school texts?

in university texts?
\$13,060,957.40 - in school texts
\$20,732,139.00 - in university texts
\$33,793,196.40

There is no breakdown available between Canadian and imported.

4. How many new titles are there each year of Canadian books?

1968 - 2011
1969 - 2034

5. How many reprints are there yearly of Canadian books?

1968 - 397
1969 - 499

6. How many fiction titles published in U.K?

1968 - 4,315 fiction in U.K. is all inclusive and there
1969 - 4,405 is no breakdown into first editions & reprint

7. How many fiction titles are published in the U.S.A?

1967 - 3,080 fiction in the U.S.A. does not include
1968 - 2,811 poetry and drama.
1969 - 2,717

The poetry and drama totals are: 1967 - 976
1968 - 1,062
1969 - 1,254

This makes inclusive fiction totals of: 1967 - 4,056
1968 - 3,873
1969 - 3,971

The above American fiction totals include reprints.

The figures for new editions are as follows:

	<u>Fiction</u>	<u>Poetry & Drama</u>	<u>Total</u>
1967	1,099	237	1,336
1968	989	271	1,260
1969	901	310	1,211

. What are the most requested books at the Toronto Public Libraries?

January - March 1970

The French Lieutenant's Woman	Fowles
Jennie	Martin
The Godfather	Puzo
Mary Queen of Scot's	Fraser
The House on the Strand	du Maurier
In this House of Brede	Godden
An Unfinished Woman	Hellman
Ambassador's Journal	Galbraith
Travels with my Aunt	Greene
The Waterfall	Drabble

April - June 1970

The French Lieutenant's Woman	
Mary, Queen of Scots	
The House on the Strand	
Travels with my Aunt	
The Godfather	
In this House of Brede	
Up the Organization	Townshend
The Forsyte Saga	Galsworthy
The Waterfall	Drabble
The Journey not the arrival matters	Woolf

. How many Canadian books are there in print?

1969 - approximately 15,000, from 175 English and 198 French publishers

0. How many British books are there in print?

1969 - over 200,000 from 3,500 publishers

1. How many American books are there in print?

1968 - approx. 271,000 from 1,900 publishers

2. How many novels are published by English Canadians per year?

1955 - 16	1958 - 11	1961 - 15	1964 - 12	1967 - 18
1956 - 14	1959 - 28	1962 - 21	1965 - 17	1968 - 21
1957 - 12	1960 - 20	1963 - 17	1966 - 19	

These figures are from the books reviewed in the U. of T. Quarterly. In looking at Canadiana it appears that there are about 70 novels put out in Canada per year, however Canadiana includes reprints, paperback editions, books of Canadian interest etc, and it is impossible to isolate a valid figure because of lack of descriptive information.

*The total number of first edition "literary texts" produced in Canada in 1969 was 65. See questions 6 & 7 to see if a comparison

is possible.

12. *Britnell's sales for a period of approximately one week :(1063 books

Dollar value:	Canadian 16%	Quantity:	Canadian 14%
	British 34%		British 33%
	American 50%		American 53%

U. of T. bookstore sales in hardcover only for 4 days:(230 books)

Dollar value:	Canadian 29%	Quantity:	Canadian 30%
	British 28%		British 30%
	American 43%		American 60%

14. Comparison of overall book production figures:

1968-Canada	2,408	1969-Canada	2533
U.K.	31,420	U.K.	32,393
U.S.A.	30,387	U.S.A.	29,579

Comparison of new edition book production figures:

1968-Canada	2011	1969-Canada	2034
U.K.	22,642	U.K.	23,287
U.S.A.	23,321	U.S.A.	21,787

15. The libraries have no breakdown of their acquisitions.

* cash register sales only - no deliveries or mail orders

List of sources

Quill and Quire Magazine
The Lowker Annual
Canadiana
University of Toronto Quarterly
The Bookseller Magazine
Publisher's Weekly
Dominion Bureau of Statistics' Reports

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

ONTARIO INSTITUTE FOR STUDIES
IN EDUCATION
EDITORIAL BOARD

APRIL 29, 1971

This brief will deal with the publishing needs of education in the areas of scholarship, research, and experimental materials. It will also deal with the urgent need to provide research and experimental foundations for Ontario courses of study and textbooks.

OISE and Publications

Statement of Dr. R.W.B. Jackson, Director of The Ontario Institute for Studies in Education, to the Royal Commission on Book Publishing, April 29th, 1971.

Mr. Chairman and Members of the Commission:

We appreciate this opportunity to appear before you, partly to explain what OISE is all about, but primarily to express some ideas and proposals concerning educational publishing in this Province. As you will have noted, the Brief before you has been submitted on behalf of our Editorial Board, and prepared by Mr. John R. Main, the Editor-in-Chief of our Editorial Division at OISE. It seemed appropriate to us, in view of your very specific interests in publishing, to submit the Brief in this form rather than as a general and official brief from the Institute as a whole. Publishing, whether print or non-print, is only one of the activities related to our function of dissemination of the findings of research and development studies and assistance in the implementation of them, (although we are probably one of the largest purely Canadian educational publishing houses). We use other means of dissemination also, of course, including workshops, conferences, and demonstrations - as well as lectures and seminars. But I should perhaps move directly to a description of our whole range of activities, to provide the background you will need in assessing the publishing aspect of our work.

The Institute was established less than six years ago - on July 1st, 1965. It combined into one organization three original groups, the departments of graduate studies and of educational research of the then Ontario College of Education and, one year later, the Ontario Curriculum Institute. Ever since our beginning we have expanded at a rapid rate, in all activities, with a staff now numbering

...

approximately 600 of whom 140 are academics. The Institute is a unique institution, and has gained recognition as such. It has attained a national and international reputation such that visiting scholars and other educators to this continent include as a "must" in their itinerary a period of substantial study at and of OISE. It has also become, assisted by the new building, a very real centre for education in this province, not only for the Metro Toronto area but for provincial and national education associations; a list of our sub-tenants indicates how fully this aim has been realized. The building and its facilities (auditorium, classrooms, seminar rooms, cafeteria, etc.) are used seven days a week throughout the year, and in many cases for sixteen hours per day. The building is open 24 hours a day every day in the year, including statutory holidays. When the use of the central facility is combined with the use made of the network of Field Centres (Niagara, London, Trent, Sudbury, Lakehead and two more to be opened this summer), it can readily be seen that educators in Ontario (from classroom teachers to school trustees) have available a resource and information centre of unsurpassed scope and extent.

Over and above the use of the physical facilities are the immeasurably more important and significant services provided to educators (again from classroom teachers, including those in professional schools at universities and at the CAAT's, to school officials and trustees) by the central staff and the staffs of the Field Centres, including the very extensive reference and information section of the OISE Library. And it is not simply a case of the staff passively waiting for requests; on the contrary, they very actively assist local educators to identify their own problems, use their own resources, and call upon the services of OISE locally and centrally. A few examples of these activities illustrate the point vividly:

- 1,650 graduates in five years, of whom about 90% have returned to the Ontario school system
- over 100 publications by OISE in five years (reports, texts, brochures, etc.)
- in 1969/70 the staff published 220 articles in professional journals and wrote parts or the whole of 111 books
- nearly 10,000 subscribers to Institute journals (Orbit, Interchange, Convergence)
- in 1969/70 over 280 addresses to professional groups
- over 150 conferences during the past five years
- in 1969/70 alone over 200 workshops for educators
- an estimated 10,000 consultations last year (office, telephone, letter)
- 469 group consultations during last year
- information from library to an estimated 12,000 people in Ontario each year

But to return to our functions and organization. The Institute has a three-fold function, so designed as to make maximum and economical use of its human and physical resources, but its prime purpose is and always has been to improve education in Ontario: to help your children and ours to a better education.

(1) The Institute is a graduate school in education: an independent college with its own degree-granting powers and its own Board of Governors, which has entered into affiliation with the University of Toronto for graduate work. With an enrolment of some 2,400 students each year, it is one of the largest truly graduate schools in education in the world.

- (2) It is a research centre also, with a mandate covering both basic and applied research in education, to provide for both the advancement of knowledge and application of that knowledge, specifically with reference to educational problems of Ontario.
- (3) It is also a development centre, emphasizing study of problems of immediate concern to Ontario educators and the dissemination of the findings of studies and assistance in the implementation of such findings.

In concluding my introductory remarks, Mr. Chairman, may I offer a few summary observations. In terms of the total amount of money devoted to research and development in education, the investment to date has been outstandingly inadequate, even in Ontario, and the position is even worse in other provinces of Canada. A comparison with research and development in various other fields will adequately emphasize the point. The Institute's annual operating costs, for example, are equivalent to the cost of about three-quarters of a mile of an expressway, and the cost of the new building not too far removed from that of an interchange at the intersection of two main expressways. In terms of total public expenditure each year on education in Ontario, our expenditure on research and development totals a meagre 0.3%. The level of support in the United States is also low, but is at one and one-half times the level of support in Ontario. In agriculture, Ontario is paying more than two and one-half times as much per dollar of total provincial expenditure, and, adding federal support, more than seven times as much. In industry, it is estimated that, on the average, expenditures on research and development are more than three times as much (and very much more in some industries than in others). Moreover, in the Sixth Annual Review of the Economic Council of Canada

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it is stated that "this small amount devoted to research on education in Canada is woefully inadequate". In commenting on this item, one of the newspapers stated that "no private business . . . could be guilty of such neglect and survive". I add these facts and conclusions to support the position taken in the Brief of our Editorial Board for a "basis of realistic support of research and development for education" (p.30).

In short, we have come a long way in Ontario, but very much more needs to be done. The arguments in the Brief clearly indicate that this applies as strongly to publishing as to our other activities. Without the research and development work so urgently needed, the future of educational publishing in the province and nation is very bleak indeed. Unless we do our own research and development, of course, we will continue to be dependent on that of others - the unwilling recipient of "hand-me-downs" largely from our American neighbours, no matter how poorly they fit. It seems clear to me that, in a field as vital as education, we must develop our own findings and materials or risk loss of our Canadian identity and independence. The risk is a very real one in publishing, as you know only too well.

Perhaps this is too pessimistic a note on which to conclude. When my optimism and cheerfulness wane, I frequently resort to an antidote of comparisons based on federal statistics - which are generally amusing enough to dispel gloom, if only temporarily. For this reason, I thought you might be interested in the following comparisons:

(1) OISE Operating Budget for R & D in education -	\$5,750,000
(2) Estimated Canadian budget for R & D in education -	7,500,000
(3) Research grants provided by National Research Council (1969/70) -	71,055,000

(4) Research grants provided by the Medical Research Council (1969/70) -	\$30,891,000
(5) Federal research grants for agriculture (1969/70) -	40,928,000
(6) Federal research grants for fisheries (1969/70) -	13,038,000

Obviously our children, our greatest national resource, do not fare very well, do they? While I haven't calculated unit costs (such as research dollars per child, per scientist, per doctor, per cow, or per fish), the above data do clearly indicate that it is time we had a new look at our priorities in Canada, including those in educational publishing. Now, with your permission, Mr. Chairman, I would ask that Mr. John Main present the Brief from our Editorial Board.

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RÉSUMÉ

The publications program of OISE has been constructed to serve a variety of needs within the Ontario educational community. A considerable body of knowledge and an increasing flow of research material are being communicated to scholars, graduate students, teachers, and administrators. While the volume is small, the impact on members of the education profession and on publishers should be appreciable.

The Institute provides a unique opportunity to develop educational theory and foster Canadian educational publication. It has the ability to assemble all the working elements of education: academics, researchers, teachers, and children. Its association with theoretical and practical concerns should provide a sound basis for new ideas and new materials. Such input, properly researched and developed, has been the essential ingredient lacking in the preparation of Canadian courses and Canadian textbooks. In future, such work--undertaken through facilities such as OISE--should greatly lessen our dependence upon research and materials developed in other countries.

It has been necessary to create an Editorial Division at OISE with all of the capabilities of a commercial publishing house. Editorial personnel possess professional training in editorial work, production, design, promotion, and distribution. All of these forms of expertise are necessary to guarantee prototype development of a high quality, and dissemination to a relatively small but keenly involved professional audience.

Publishers have come to realize that OISE possesses a pool of talent and resources that they cannot duplicate. There is therefore a real basis for cooperation.

The future potential for unassisted educational publishing in Canada is slight. Financial constraints, vastly oversupplied demand, and foreign control make it highly unlikely that publishers will wish to risk the creation of indigenous materials. Immediate encouragement and assistance is necessary if we are to meet the needs for Canadian educational materials in the mid-seventies and beyond.

Greatly expanded programs of provincial assistance must be created to meet research and development needs, and to assist with the heavy expenses of publication. Market advantage should be provided to encourage the utilization of Ontario/Canadian materials.

A soundly based Canadian educational identity must be realized. Narrow nationalistic content and a parochial viewpoint must be avoided. Considering its interest in the fields of the arts and communication, the federal government should provide support funds to assist educational programs of national concern.

The public sector should not have to bear complete responsibility for the creation of Canadian educational materials. Teachers' associations, subject matter groups, private industry, and foundations should be further encouraged to sponsor programs for the creation of Canadian materials.

Efforts should be made to broaden the location of research and development work to include universities, faculties of education, colleges of education, school boards, teachers' associations, and any

other institutions capable of providing facilities and expertise.

Such efforts are immediately necessary in order to guarantee the existence of educational materials prepared expressly for Canadian teachers and students. Failure will put private enterprise educational publishing into a precipitous and irrevocable decline.

PART I THE ONTARIO INSTITUTE FOR STUDIES IN EDUCATION: ITS THREEFOLD PURPOSE AND FUNCTION

The Ontario Institute for Studies in Education is an independent college affiliated with the University of Toronto for graduate studies purposes, founded by an Act of the Ontario Legislature in July 1965. Its three main functions are to provide facilities for graduate study in education, to undertake research in education, and to provide proper resources for development.

The field of education represents a wide spectrum of intellectual endeavor, and the functions of a publications program at a research and development institute must extend over an extremely wide range. At one end of the scale will be researchers, at the other end of the educational scale are classroom teachers. Bringing these two groups of people into contact, and providing an effective communication system between the two, is the prime function of the publications program of the Institute.

With the rapid pace of educational change over the past few years, research and development have been handled in what can best be described as a haphazard fashion. Innovations have been accepted on the basis of extremely superficial evaluation. "Me-too-ism" has been rampant. As a result, many innovations have enjoyed only fleeting popularity and no demonstrable educational improvements have resulted. The task of the research and development institute therefore becomes more vital and the

results of its evaluations more critical, in attempts to identify valid educational improvements and reject innovations that are mere bandwagons.

The following areas of publication are necessary if an educational research and development institute is to meet the need for the dissemination of its work to its various publics.

1. *Publication for scholars*

Of concern to a research institution is communication from one scholar to another. While the Institute is particularly concerned with education, its range of academic interest enters all conventional disciplines. Publication is extremely important, but the range of interest is usually small.

2. *Publication for practitioners*

These materials would be the core to a research and development publishing program. The reporting of innovations and research pertinent to educational practitioners would provide the field with the initial stimuli leading to sound educational change. Publications would be both scholarly and technical, leading from the theoretical and academic to the extremely practical and immediately functional.

3. *Publication for postgraduate work*

Such publications disseminate the work of the scholar and researcher to the student; that is, to graduate students, or teachers involved in upgrading and inservice training.

4. *Publication to foster curriculum change*

The final area of publication could be the development of prototype materials. Such materials could extend from newer

content within traditional courses of study to multimedia, multidisciplinary approaches, including whole new concepts of the process of education. These publications would probably never enjoy mass distribution or mass production, but could serve as effective bases for the creation of textbooks and materials by commercial publishers.

PART II HISTORICAL PERSPECTIVE

In order to assess the importance of a research and development institution such as OISE, it is necessary to evaluate curriculum change in the past. It is also necessary to evaluate the urgency for educational change in the future.

Innovation in the past was the exclusive prerogative of the Department of Education. Until a few years ago, it could best be described as tinkering with courses of study that had essentially remained static for decades. Then, vast programs of curriculum reform began to be undertaken in the United States and elsewhere. New curriculum approaches were developed in reading, language, science, mathematics, music, and social studies. Vast funding support was made available. Extremely ambitious research and development programs were instituted, with large-scale testing of prototype materials. An era of curriculum stability disappeared within a matter of a few years. Literally no subject matter field was spared.

It was obvious that no comparable efforts were being made in Canada, and specifically in Ontario. In an attempt to cope with the situation, curriculum committees of the Department of Education were set up in some subjects. Parallel to these efforts, groups of subject matter specialists and large school boards began the development of new courses of study. Such committees made extremely valiant attempts to analyze foreign curriculum research and the demand for more relevant Canadian

content. In some cases, worthwhile results emerged. The Ontario Mathematics Commission, for a number of years, provided the basis for a significant updating of material.

Soon, the pace of curriculum revision became so headlong that the Ontario Curriculum Institute was created, as an attempt to coordinate the efforts of large boards of education, the Department of Education, and subject matter associations. Again as a result of extremely devoted committee work, extending over many winters of part-time and summers of full-time service, newer approaches were explored and newer courses of study suggested. But it was obvious that this pool of expertise was still not deep enough. Appropriate courses of study had to be based upon sound research and experimentation. In many cases, even the best efforts resulted in duplication or slightly altered versions of foreign innovations. Worst of all, book publishers found themselves bearing many of the costs of "research and development."

It should be noted from the foregoing that all of these efforts at curriculum rebuilding resulted in a significant increase in Canadian publishing output. Schools experienced a rapid turnover, not only in courses of study but also in curriculum materials, textbooks, and other aids. The long-term and far-reaching results, however, proved to be a multiplicity of materials created by many companies that were competing for what was still an exceedingly small market. A few companies succeeded in publishing materials that were widely accepted within the Province of Ontario, although in many cases the materials did not enjoy wide acceptance beyond the borders of this province. To other companies, the

experience of attempting to compete in such a market proved to be extremely unpleasant and the investment, both in dollars and personnel, was close to disastrous. Many books essentially duplicated the efforts of other publishing groups and teams of authors.

To compound the difficulties of Canadian publishers by the mid sixties, it was apparent that large foreign conglomerates--producing multimedia materials, expensively prepared and promoted--were making heavy competitive gains in Canada. Such materials proved highly attractive, not only because of their physical format, but also because they embodied the newer educational philosophies of individualization, small group work, classroom research, studies in depth, team teaching, the use of film, filmstrips, tapes, and other media. The use of such materials tended to diminish the authoritarian role of the Department of Education, and even decreased the centralization of authority within the local board boundaries. Teachers began to do their own thing, and indeed were encouraged to do so, as the roles of supervision and evaluation were downgraded.

As the teacher became his own innovator--and with the tremendously enlarged freedom given to teachers to develop their own courses--it became much more obvious that greater efforts had to be made to train the teacher as a professional, not only in the area of particular specialty but in the general area of pedagogy. It therefore became crucial that proper provision be made for postgraduate studies in education.

OISE: a unique resource pool

The function of OISE is to bring together all the elements of academic capability, research expertise, and involvement on the part of school personnel. It can play a vital role in encouraging Canadian publishing.

Graduate studies

The benefits of graduate studies and continuing studies in education have been recognized to an overwhelming degree by practicing teachers. In the short span of five years, the Institute has acquired an annual enrollment of 2,400 students.

The range of courses offered, and the number of students, begin to create very real demands for textbooks, resource materials, and publications within specific areas of academic disciplines. No publications exist in many areas of study. There is a definite need for publications for graduate studies in Canadian education. Commercial publishers are beginning to appreciate the extent of demand for such books. However, many areas of smaller demand still need to be satisfied.

Research

Research is a natural product of any congregation of scholars. With the Institute's intimate association with schools and practicing teachers, much research will be directed to schools and will be done on behalf of school systems. It should not be assumed that all research is esoteric and highly theoretical. Much educational research is extremely practical and of immediate use. Some examples are planning studies, management analysis, systems analysis, test development, and the development of experimental curriculum materials. Two "major thrust" areas of research at OISE are problems relevant to inner city schools, and problems related

to post-secondary education. A scrutiny of the projects of the ten departments at OISE would reveal dozens of research projects, with staffs ranging from large teams down to single researchers.

Of prime importance in research is the need to disseminate results. It behooves a research institute to expend great energies to reach and influence its audience. If commercial publishers will not undertake such publications due to small demand, subsidized publication must be guaranteed.

Development

In brief, development is the process of defining change and encouraging its implementation. Huge new areas of expertise and detail have been created as the education process became more complicated. Provision must be made for a truly fantastic expansion in the area of graduate studies. Equally important is the need to provide inservice opportunity for practitioners. Facilities must be provided, not only for upgrading but for updating. The Institute is endeavoring to provide such opportunities through innumerable conferences, seminars, study groups, and tailor-made instruction for small groups. Many publications result that are of great value to the wider audience. Conference papers, symposia, research papers, and lectures are all publishable materials. Reports of such meetings are urgently needed and provision must be made for the issuance of their contents, by commercial print media or in other ways.

Researchers create many publishing demands. Prototype and experimental materials must be provided for classroom use and teacher training. The Institute develops such materials in adequate quantity

and quality for the use intended. Throughout the progress of research, opportunity is provided for the intermixing of academics, researchers, school personnel, and children. Such development procedures have been sadly lacking in the past. Little or no effort has been made to develop theoretical models, to proceed through research, experimentation, measurement, and revision toward the creation of a final product. It should be obvious that with the high cost of research both in personnel and resources, with the high risk of failure and improper operation, it is to the benefit of all concerned with education to centralize such functions.

At present, the Editorial Division of OISE prepares materials which result from the above activities. By and large, commercial publishers are not attracted to many such materials because of the poor prospects for quantity sales. However, many outgrowths of OISE effort will ultimately have high commercial interest.

Cooperative efforts with outside organizations

Not the least of OISE efforts are its joint projects in cooperation with other organizations in the field of education. It has become obvious that the Institute has advantages of skills and facilities that are not available elsewhere. However, mutual assistance strengthens the creation of relevant Canadian materials. There now are cooperative undertakings between the Institute and the following:

- Ontario Department of Education
- Ontario Teachers' Federation
- Department of Manpower and Immigration
- Department of Indian Affairs and Northern Development
- Ontario Civil Liberties Association
- National History Project
- Institute of Child Study
- Canadian Mothercraft Society
- Ontario Educational Communications Authority

The Institute and its centres also cooperate with many boards of education.

PART III METHODS OF PRODUCTION: COOPERATION WITH COMMERCIAL PUBLISHERS

The publishing program at OISE must meet a considerable number of needs, ranging from formal academic materials to experimental products for school classrooms. To cope with this demand, the Institute has equipped itself with a highly competent editorial staff. The operation has some of the attributes of a university press, some of the attributes of a periodical publisher, and many of the attributes of a commercial book publisher in both trade and textbook areas.

The OISE Editorial Division consists of editors, designers, and production experts. Many editors have had extensive training in commercial book publishing. They bring to the field of academic and experimental publishing a high degree of capability. The design section meets the need for a wide range of design and technical service. In addition, it supplies production assistance on prototype materials and experimental publications. It also provides service on journal publications and advertising. The production section coordinates the efforts of all personnel toward the manufacture of books, tests, advertising, experimental curriculum materials, and journals. While production runs are small by commercial standards, the flow of material is extremely high because many projects involve all the elements found in large-scale commercial book production.

It is to be expected that OISE materials will be of interest to commercial book publishers. Publishers cannot support experimental programs of the magnitude necessary for sound educational innovation.

In future, it is to be hoped that most publishers, realizing the need for such research and experimentation, will consult with the Institute, or another source of assistance, before embarking on major publishing projects. Risks are too high and investment too crucial to permit inadequate preparation.

At present, provision is made for publishers to acquaint themselves with the Institute in a variety of ways. A publisher may at any time get in touch with any OISE staff member. Such contact is the traditional way for a publisher to keep in touch with the academic engaged in research. Another point of contact for publishers lies in research reports and prototype experimental programs. Publishers thus come into contact with a project in its developmental stages. A final point of contact may be to enter into negotiations to publish completed material. All the objectives of OISE are satisfied when research and development work proceeds to commercial production and dissemination.

This, then, is the mutual dependence of research institute and commercial publisher. The research institute provides the talent and resources for experimentation and evaluation. It operates within reasonable time limits. It operates on the basis of an ideal theoretical model, without the pressures of expediency or parochialism. It also has the privilege of involving a wide spectrum of contributors.

Publishers may thereby benefit from the full range of development expertise available at OISE, a range of skills beyond the resources of any commercial undertaking in Canada.

Within the past year, the Editorial Division of OISE has initiated a procedure for keeping publishers informed of projects that might have commercial publishing possibilities.

Two lists have been issued, containing descriptions of sixteen projects. The materials listed consisted of single publications, series of books, kits, tapes, and tests. These items covered scholarly research, professional improvement, and curriculum interests, as well as prototype kits. A number of these projects have been contracted out to commercial publishers; a considerable number are pending.

Some of the OISE projects offered to publishers have not proved to be of interest. The reasons for this lack of interest are important. One oft-quoted reason is lack of sufficient market potential. Publishers are understandably reluctant to become involved when anticipated sales are low and the audience is very narrow. A second difficulty is the cost of manufacturing. Kit materials, for instance, are extremely expensive to produce on a commercial basis. Commercial costing could enter the area of several hundred dollars per unit. At such prices, quantity sales are highly unlikely.

Dissemination of materials

Where interest in OISE projects is not shown by commercial publishers, it is absolutely necessary that the Institute have its own procedures for promoting, selling, and distributing its output. The Institute, in the past two years, has published at least three dozen formal titles, started three journals, recorded two extensive tape series of Canadian writers and poets, prepared and distributed four major kit programs, and prepared test materials in both final and experimental formats. In addition, a great number of informal publications, books, tapes, kits, and films have been made. Publicity efforts exactly parallel to those of commercial publishing have been required, not only to promote spe-

cific publications but also to publicize among professional educators those OISE activities that could be of value to their systems and to their own professional development.

The Institute's publishing and promotion activity has resulted in a most effective sales operation. Sales revenue reverts to an internal Publications Fund, a pool fund for further publications.

Pricing policy is to break even on manufacturing and handling costs.

Since the scope of the sales operation has expanded and the demand for materials is increasing, it is hoped that the Publications Fund will sustain itself, with only occasional adjustments needed in the financial support given to the publications program.

PART IV CANADIAN EDUCATIONAL PUBLISHING IN THE FUTURE--GOVERNMENT ENCOURAGEMENT AND ASSISTANCE

Competition in educational publishing in Canada has long since passed the saturation point. In addition to a number of Canadian houses, virtually all American and British publishers are represented. In recent years large conglomerates have moved into the market with ambitious multimedia programs. Indeed, this Royal Commission might well ask "What is publishing?" considering the array of educational materials now available.

The implications of these developments should be scrutinized with great care. Mounting a large-scale publishing project now calls for huge expenditures of money and personnel. Canadian firms do not have such resources. American firms do, and in addition they find easy access to many major programs of research and development funded by public and foundation money. What effect will these economic facts of life have on the relatively small Ontario and Canadian market? It is only logical to assume that publishers will be very reluctant to undertake publication of Canadian or Ontario-oriented materials. A Canadian identity in educational publishing is obviously in great jeopardy.

In spite of the difficulties outlined--foreign intrusion, small market, and large development costs--publishers should expect to receive no special assistance if they are not prepared to provide materials appropriate to Canadian needs. The selling of foreign educational materials to Canadian schools should receive no encouragement

and certainly no financial assistance in the form of textbook grants. It seems entirely reasonable to levy a special tax on such material. Conversely, the preparation of materials to meet Canadian and Ontario needs must be given encouragement and financial assistance. The need is urgent in the postgraduate area, and particularly in the area of Canadian-oriented school material. One could say that the early seventies have already passed for educational publishers, since even dramatic changes in policy will require years of development and implementation. Government support at this time is vital if we are to retain a Canadian educational identity to the end of the seventies.

Support is necessary in the following areas:

- a) Academic publishing--for the encouragement of scholarship;
- b) Postgraduate studies--to supply the needs of graduate training;
- c) Research and experimentation;
- d) Development--the creation of curriculum materials, courses of study, and prototypes leading to commercial adoption.

Support for academic and postgraduate publishing

The market for Canadian-published materials in the academic and postgraduate fields will seldom be sufficient to attract commercial publishers. In this area, foreign materials will have a heavy impact, chiefly because most academic disciplines easily transcend national boundaries. These, however, are vital fields in which Canadian thinking must be expressed freely in a form readily available to all.

A bleak prospect for royalties will provide little motivation for authors in this area. Cash awards and grants in aid must be made available to give immediate assistance to the creative phase, even to the extent of the replacement of an author's regular salary while he is engaged in a publications project.

In addition, much more allowance should be made for writing time. Scholars, researchers, and teachers should be able to equate writing time with regular teaching duties. It should be quite possible for an author to spend full time on a writing project. Universities and school boards should be prepared to cooperate and encourage Canadian authorship by making appropriate staffing arrangements. In this way, the field of publication could be made more attractive to authors by reducing the burden of other commitments and allowing for adequate financial arrangements.

Making authorship more attractive does not remove the problem of editorial preparation, manufacture, and dissemination. Grants in aid should be available to meet such needs. They could be made an integral part of the original authorship grant, or could be separated to be the subject of an independent appeal.

Support for research and development publishing

There is no reason why educational research and development should not receive support similar to that given other research and development programs in government or industry. The private sector of the economy pours millions of dollars annually into product development. Ten percent of budget is not uncommon for industrial research and development. Government has long given major support to scientific research and development

--especially on a national level. Provincially, education has become the major item of expenditure. It therefore seems reasonable, purely from an accountability point of view, that proper funds should be available to assess the present and plan for the future. Of huge additional significance is the fact that our national identity hangs in the balance.

Support for educational research and development should be flexible, to allow academic freedom, but should also be directive in its concentration on concerns in Canadian education. The usual warning should be stated, however, that research should not always be required to "justify" itself. One should not assume that research always leads to success, just as one should not assume that everything done at present is a failure. Neither should research always lead to "hard" material: "soft" objectives leading to new ideas, new philosophies, as well as to evaluation of present practices, are equally valuable. Encouragement in this area is vital to the continuance of viable Canadian content in Canadian education.

Very little has been done in the past to establish Canadian content through research and development. In many cases, our indebtedness to foreign programs of research and curriculum development amounted to carte blanche importation of ideas and content. We have been excessively bound to American research, textbooks, graduate schools, and to the latest American convention attended.

We must acknowledge that much curriculum work is still a mere expression of opinion on the part of a group of teachers. Little experimental evidence is used as the starting point of curriculum work,

little prototype development is carried out, and little thought is given to the availability of new materials or to teacher preparation. Further, little or no evaluation or norming of procedures takes place. All of these facets must be properly articulated in any widespread, thorough program of research and development.

Some valuable work has been done in Canada, and some of the products of that research could very well serve as prototypes. Examples could be used from the work of the Ontario Mathematics Commission, the Canada Studies Foundation, and the Ontario History and Social Science Teachers' Association.

The implication of the foregoing is that in the future, curriculum revision and creation must be undertaken in a much more thorough fashion than has formerly been the case. Major programs of research and development require the talents and expertise of many people--scholars, researchers, teachers, consultants, media advisors, teacher education specialists, and of course children. Preliminary work would have to be done to define objectives. Experimental courses would have to be built, together with prototype materials. A testing and evaluation program would have to be set up, representing a wide base of teacher and pupil capability. Then time would have to be allocated so that each of the elements of the program could be properly developed and used. Finally, evaluation would lead to the establishment of final products.

During the latter part of the experimental period, every effort would have to be made to secure the interest and cooperation of commercial publishers and manufacturers. One can hardly have high ex-

expectations for the outcome of research and development if proper classroom materials have not been prepared. Too often in the past, new courses of study have been instituted with no lead-time for publishers and suppliers of support materials. Such a situation has done serious injury to a spirit of cooperation with publishers. Great risks are taken in the normal course of competition and the burden should not be increased by inability or unwillingness to provide publishers with a clear and detailed outline of materials needed. Under such handicaps, pressure builds on authors, and time deadlines are further reduced in order to speed up the production of published materials. This situation has arisen many times during the past fifteen years in the very active period of curriculum building and textbook manufacturing. It is not conducive to the publication of materials of high quality.

Undertakings of such magnitude and investment as the types of research and development outlined should not be made to rely upon the part-time services and energies of the participants. A person carrying a full load of regular duties is not the one for research and development or curriculum revision. Such programs should make allowance for full-time participation. Funds for research and development projects should include salary requirements at all stages of the creative function. Personnel should be seconded.

All of the foregoing is intended to suggest the need for a wide range of projects, extending from individual pure research to projects of considerable magnitude in wide curriculum areas. Such developmental work is necessary to provide Canadian publishers with ideas, resources, and materials that would be intrinsically Canadian.

If we fail to institute such projects, we shall proceed into the seventies without any corrections in our procedures for educational publishing. Our dependence on the research resources of foreign countries will continue; increasingly, we shall be exposed to the fads and fashions created by foreign educational operations with overpowering financial and technical resources.

Types of funding assistance for research and development publications

Since the call for assistance for research and development is considerable, funds will have to be allocated with care. Of first consideration should be that funds sponsor and support thorough educational development. Of equal concern should be that funds encourage the creation of materials with a Canadian point of view.

Two types of assistance should be available. A central pool of unallocated funds should be established. Educational bodies wishing to undertake projects of special interest should submit proposals for research and development. A broad range of participation could be encouraged from R & D institutions, teacher-training institutions, universities, boards of education, special interest groups, and commercial publishers. A rebate arrangement could be negotiated, if the output of such projects resulted in commercial sales. Low-volume materials could be further subsidized upon sale. High-volume materials would require repayment to the central pool fund. In this fashion, the individuals or groups, both public and private, could acquire the necessary investment capital to undertake research and development work leading to the production of educational materials.

A second method of assistance could be likened to contract research. In such instances, programs of research and development could be open to bids under the same system that operates in industry. The successful bidder would be chosen on the basis of his expertise and facilities available for the work. It should be noted that funding sources for such projects need not be governmental. Funding sources could be foundations, industries, commercial publishers themselves, or other agencies of government other than education. In most cases, however, the need would be initially identified by the Department of Education and the funds provided from that source.

Much research and development work is cyclical. It requires some element of continuous scrutiny and continuous development. It would seem that large-scale efforts in the curriculum area would need the assurance of funding over a protracted period of time. Additional funds would also be required to provide for assessment and evaluation in a continuous pattern. With the furious pace of change, the lifetime of educational courses and materials has probably been compressed to five years.

Support for educational publishing - a national concern

With all of the foregoing, should it be necessary to point out the obvious--that funds for the research and development to support Canadian educational publishing need to be substantial? It should not be necessary for one province to shoulder the complete responsibility. The creation of Canadian educational materials should be the concern of all levels of education and of government. The present instability in educational publishing is a direct result of the balkanization of educational

responsibility from government to government and from province to province. A competitive spirit between provinces in matters of the education of our children is a luxury we can no longer afford. Domestic and international pressures are now such that unified policies to foster educational publishing are long overdue. If the federal government is concerned with the establishment of our Canadian nationalism, and the maintenance of a Canadian identity, it should immediately provide funds to support the creation of materials that serve education. The federal government actively participates in the fields of culture, communication, and science. It should now assess what creative role it can play in the area of publishing and educational publishing, in particular. Funds already exist for the support of such things as film-making, television, scientific research, and certain forms of authorship. A similar fund should be available to authors, publishers, and printers engaged in supplying the requirements for the nation's schools.

Similarly, professional organizations should assume a greater measure of responsibility towards the creation of national programs and curriculum movements in specialized subjects. Where large areas of subject matter could be created to serve the whole of the country, we should move with all possible speed.

PART V REQUIREMENTS FOR THE FUTURE: RESEARCH AND DEVELOPMENT

While it is desirable to encourage a wide range of freedom and initiative in research and development, the solution to the problem lies in concentrated efforts and the pooling of resources. A great deal of money will be necessary, and personnel of the highest caliber are needed.

If we repeat the patterns of educational publishing of the fifties and sixties, we shall certainly jeopardize our national educational objectives for the seventies. Our education will be even more firmly based upon foreign source material, whether we admit it or not. Educational publishing will continue to be parochial and based upon localized inward-looking teacher committee work. It will be administered by the Departments of Education interested only in a "course of study."

Such a future presents little opportunity for the creation of Canadian-published materials of high caliber. Publishers can hardly be expected to repeat their mistakes of the last twenty years. The old problems remain: relatively small markets, greatly increased competition, and materials of only localized appeal. It would indeed be surprising if publishers showed themselves ready to prolong such agony in the search for profitable publishable projects. In fact, in many cases, the decision not to publish would be made easier for them, in the knowledge that nothing had changed.

What is needed to revitalize educational publishing?

1. The prime requisite of a flourishing publishing industry is a market as large and as uniform as possible. It should not be aimed at local concern. It should attempt to respond to nation-wide concerns and requirements. In order to create such a market, there should be participation and cooperation on the part of as many governments and jurisdictions as possible.
2. The second prerequisite is the establishment of content that represents a characteristically Canadian point of view. Such material must be intrinsically different from materials originating in other countries. If there is a Canadian identity, it obviously must be served by materials of particularly Canadian bias. Bias is not meant narrowly, but in the sense that, if we are a nation, we must continue to recognize the elements that make us uniquely Canadian. Requirements in academic training, in research and in curriculum can only be met through materials prepared specifically for Canada.
3. Third, the materials necessary for publication projects must have the benefit of development programs as sound and far-reaching as any in other countries. Such programs would require substantial investment and ample time for creation. Contributions from many disciplines would be needed, as well as efforts from researchers, teachers, evaluators, and authors. If we can find no other basis for Canadian publishing than that it has nationalistic content, we should seriously question our motives.
4. Finally, Canadian educational publishing needs sources of assistance not available to it at present. This brief has enumerated some forms

of assistance: grants to authors, contract research, grants to aid preparation and manufacture. These forms of assistance are needed to augment the already available means of publication. Only in this way can our publishers compete against the benefits of mass markets enjoyed by some other English-speaking countries.

The function of a research and development institute

What role should be expected of a research and development institute such as the Ontario Institute for Studies in Education? As has been shown, OISE already possesses a unique blend of educational expertise. Because blends such as this will constitute the fundamental resource necessary for the creation of Canadian materials, the model should be examined closely.

Personnel

The first qualification of a research facility should be the capability of its personnel. Such personnel should possess all the attributes of scholars engaged in academic pursuits. While such institutes would be closely connected to the needs for graduate studies, their personnel should have adequate time for research within the areas of their specialties. Such research would be both independent of and cooperative with others. The presence of academics and scholars at research and development institutes allows many opportunities for consultation and cross-appointment.

Supporting services

Research creates many demands for properly trained personnel and specialized facilities. These demands involve not only research officers and administrative assistants, but also technicians, computers, liaison

personnel, and a large and well-equipped library. In addition, an extensive program has to be instituted to construct prototype materials, administer the experimental stages of development, and, finally, to conduct proper evaluation. The validity of any research and development must be questioned, when such physical and staffing arrangements are not present for the creation of educational materials.

Field contact

Of crucial concern to a program of educational development is the provision made for articulation and communication with the field. Such contact is necessary both during experimentation and, even more importantly, following completion. In addition to many cooperative projects with boards of education, the Institute has established a number of field offices to serve as contact points and as points for dissemination. This procedure is absolutely essential in order to utilize the contribution of skilled teachers and children in developing publishable educational materials. Input of such a nature has largely been lacking in the past. It is perhaps the most essential element in curriculum reform. In addition, field contact is mandatory in order to prepare teachers for the introduction of new approaches and new content. Education is most vulnerable when change occurs.

Organization

Programs of research and development will be undertaken in a variety of locations. Some undertakings will be relatively simple. They may involve only a researcher and support staff. Large-scale projects will require complex staffing arrangements and facilities. In all cases, it will be necessary for the structure of the institution to be adaptable

to fit demands. Research projects will ebb and flow. Different responses will be made to priorities.

In the case of smaller projects, such as individual scholarship or writing, it has been recommended that the person be given time equivalent to teaching time--or that his project certainly receive full status as a research project. At all costs, the project should not become an additional burden to regularly assigned responsibilities.

In larger projects, more comprehensive facilities are required. Many types of expertise will be required: the skills of academics, researchers, test personnel, and prototype designers. In projects that aim to create a new curriculum or course of study, capable teachers-writers should be seconded from classrooms. Such projects could involve work to be done over a period of years. A cycle would be established, since renorming and revision would constantly be required. Accommodation for programs of such magnitude would require special arrangements. Certainly, they could not be attached to any one academic, neither could they be made the responsibility of any one department.

Such large-scale undertakings should be considered research projects in the "major thrust" category. They should be placed under the direction of a project officer who would assume the duties of coordination and administration. Projects of such status would tend to attract a rich variety of personnel. An additional feature would be that both government and professional associations would be enabled to participate as equals in such arrangements. Publishers would look to such projects for new philosophies and fresh content material. Published results could constitute the material of commercial publishing projects,

or the basic data for teams of authors working on commercial projects.

Collective responsibility for the future

Our concern for a Canadian identity in education must be more clearly manifest in the future. To meet the emergency and reverse the process of dependence on foreign materials, major efforts will be demanded from all educational bodies. The public should look to universities, faculties of education, colleges of education, OISE, school boards, teachers' associations, and national professional associations to take positive stands on the needs for such material.

Crucial to the problem are the creation and maintenance of programs of research and development. Governments acting in concert, and independently, should institute funding to give support across the complete range--from individual research to large institutionalized development projects. Support will have to extend to cooperative publishing arrangements in many cases. Grants and loans will have to be made to assist with editorial preparation and manufacture. Through such creative possibilities, publishers will acquire the resource base for a flourishing program of materials oriented specifically to Canadian needs. Failure to institute such measures will guarantee our almost complete dependence on foreign educational materials within five years.

PART VI RECOMMENDATIONS

1. The importance of educational publishing to the establishment and strengthening of a Canadian identity should be recognized. The closest possible liaison and cooperation should be developed among representatives of the federal government, provinces, and professional organizations to assess the probable failure of Canadian publishing to meet future educational needs. The book *What Culture? What Heritage?* by A. B. Hodgetts could be a model for study.
2. A survey of Canadian educational research and development should be undertaken to determine how well it is serving the need to prepare Canadian educational materials.
3. Consideration should be given to the establishment of a national curriculum information office, with both general and specific subject matter interests. An annual national convention, and sectional meetings, should be held. Summer refresher courses should be made available. The federal government should be prepared to assist considerably.
4. Provincial curriculum associations and subject matter associations should be accorded an active role in curriculum

development within their provinces. They should not be relegated to mere forums for discussions.

5. In order to meet the crisis for Canadian courses of study and new educational materials, governments should initiate five-year cycles in all the basic subject matter areas. Time allotments for such plans could be two years for research and evaluation, two years for experimentation and course development, and one year for manufacture of materials. Courses should be automatically re-cycled after five years of use.
6. Departments of education should require that educational materials approved for use in their provinces be based as far as possible on Canadian programs of research and development.
7. The Commission should draw comparisons between research and development programs in business and industry, and research and development programs in education. The analogies between such programs could form the basis of realistic support of research and development for education.
8. Research and development moneys should be made available to cover the complete range of activities, through product development to eventual implementation.

9. Boards of education, professional associations, teacher-training institutions, and research institutes should be further encouraged to orient their expertise towards studies of value to Canadian education. Such groups should actively participate in programs to create Canadian educational materials.
10. Personnel involved in approved and assisted programs of research and development should be allowed appropriate time for these activities, with such time equated to teaching time. Secondments at full salary should be made available.
11. Large scale, multi-disciplinary projects--"major thrusts"--should operate independently within the sponsoring organization. Provision should be made for adequate staffing, such as a project coordinator, scholars, researchers, and support staff, as well as representatives of teachers' associations, boards of education, and the Department of Education. Provision should be made for evaluation, testing, and for cyclical redevelopment.
12. With appropriate lead time, materials created by research and development projects should be open for tender to commercial publishers, or should be made available as resource material

for commercial publishing terms.

13. Publishable material from research and development projects that is not of interest to commercial publishers should receive subsidization to ensure dissemination.
14. To encourage commercial manufacturing, funds should be made available to augment and support the investment necessary for publishing. Such support could consist of: (a) copublishing arrangements for low-volume manufacturing; (b) loans and/or grants to assist with heavy preparation costs; or, (c) government rebates to the school purchaser on a portion of the sale price.
15. Efforts should be made to establish the common educational needs of children in Canada. Such needs should be properly identified by research and supplied by cooperative development programs.
16. A major effort should be made to coordinate authorship projects, research and development projects, and publishing. National organizations should be encouraged to expand their activities to create a national policy for educational research.
17. Attempts should be made to centralize academic and research-

oriented publishing in education. Such publishing is generally low volume and of little interest to commercial publishers. Consolidation of such publishing, to obtain the benefits of production efficiency and dissemination facilities, should be encouraged.

18. In addition to supporting formal institutions and projects, provincial and federal governments should ensure that monies are available for research and development by private individuals. This should serve to encourage the many talented educators and writers not in a position to acquire institutional funds.
19. The Department of Education should be encouraged to establish the basis for much course-of-study revision through contracted research and contracted development.
20. The federal government within the limits of its present powers, recognizing the national need for educational material of high caliber, should recognize education as being part of its mandate for the maintenance of Canadian culture.
21. The proposed Canadian Publishing Development Board should have a separate and distinct educational section. Any similar provincially supported development board should also have a

separate and distinct educational section.

22. Educational publishing is no longer an exclusively print media. This Commission should be prepared to widen its scope to include the preparation and "publication" of all educational materials.

APPENDIX

OISE-published materials

1. *Conference publications*

Alternatives in Education. A series of lectures exploring newer concepts in the purposes and practices of education.

Problems in the Teaching of Young Children. Proposals for newer teaching concepts in the early education period.

The Student and the System. An analysis of student grievances and proposals for change.

Demography and Educational Planning. An analysis of migration and fertility trends for educational planners.

On Intelligence. Recent theories on the nature of intelligence.

Psychology in Teacher Preparation. Contemporary views on the study of psychology in the professional education of teachers.

Teacher Education - A Search for New Relationships. An evaluation, with suggestions for modification of present practices.

Focus on Canadian Studies. Papers from a conference that examined the need for new Canadian studies curricula.

2. *Research reports*

Developing School Systems. A guide for trustees, administrators, and teachers.

Learning Without a Teacher. A study of adult self-teaching projects.

Schools in Change. A comparative survey of elementary school services.

The School in Transition. Innovations in secondary schools.

Perspectives on Second Language Teaching. Converging approaches to the teaching of languages.

Enrollment Projections. Projections covering preschool to college enrollment, to 1982.

Institutionalized Retarded Children and Their Families. Characteristics and functioning of institutionalized and non-institutionalized retarded children and their families.

Matching Models in Education. The coordination of teaching methods with student characteristics.

3. *Curriculum change and reform*

The Uses of Film in the Teaching of English

Experiments with Film in the Art Classroom

Rhetoric: A Unified Approach to English Curricula

The New Approach to Music K-3

K-13 Mathematics: Some Non-Geometric Aspects

Courses of Study in the Theatre Arts

Evaluation in Geography

Means and Ends in Education. Comments on Living and Learning.

What Culture? What Heritage?

4. *Curriculum materials*

Canadian Writers on Tape (six writers)

Canadian Poets on Tape (ten poets)

Ten Years in a Box. A multimedia kit containing materials on the 1930s.

Developing Language. A multimedia kit on a language learning project.

Grades 7 and 8 Mathematics Test Item Pool. Multiple-choice questions to assist teachers.

Tests. OISE produces a wide variety of test materials.

The Conceptual Skills Kit. A program to increase the thinking ability of kindergarten children.

The Perception Bag. A multimedia kit to encourage perceptual awareness in school children.

The Pre-reading Assessment Kit. A diagnostic kit for children in the pre-reading years.

The Blackfoot Kit. A multimedia kit designed as a prototype to illustrate the studies-in-depth technique.

5. *Professional journals*

Orbit. Directed to teachers and administrators, it attempts to bring innovations and the results of educational research to the attention of practioners.

Interchange. Devoted to reporting empirical and scholarly research and its implications for educators.

Convergence. An international journal of Adult Education, designed to appeal to both academics and practitioners.

6. *Papers*

Informal publications, issued by academics or departments, such as journal articles, speeches, newsletters, and temporary reports on research. Circulated usually to small, preselected audiences of similarly involved people.

BRIEF
to the
ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:
UPSTAIRS GALLERY

APRIL 29, 1971

THE IMPORTANCE OF A CULTURAL IDENTITY

THE PEOPLE OF CANADA HAVE BEEN DEFINED AS "NON-AMERICAN", "NON-FRENCH", OR "NON-BRITISH", FOR THE LENGTH OF TIME THAT THEY HAVE BEEN "FORMAL CANADIANS". THIS NON-IDENTITY MUST BE REPLACED BY A POSITIVE, CLEAR PICTURE OF A PEOPLE WHO HAVE DEVELOPED TRADITIONS AND HABITS THAT ARE UNIQUELY THEIR OWN. IT IS TIME THAT OUR POSITION IS LEGITIMIZED, THROUGH EXPRESSIONS OF OUR OWN IDENTITY THAT WILL NO LONGER LEAVE US NAMELESS BEFORE OTHERS AND OURSELVES.

HOW DOES A COUNTRY ACHIEVE THIS IDENTITY FOR AND WITH ITS PEOPLE? IT UTILIZES ITS NATIVE CULTURAL EXPRESSIONS AND MAKES THEM READILY AVAILABLE TO ALL ITS CITIZENS, BUT, ESPECIALLY TO THOSE WHO ARE IN THE PROCESS OF LEARNING OR EARNING THEIR "CITIZENSHIP"—OUR STUDENTS, AT EVERY LEVEL OF EDUCATIONAL SITUATION.

TRADITION

WITHIN CANADA, THERE HAS BEEN CONTINUITY OF AN OLDER TRADITION OF PUBLISHING HAND-PRINTED EDITIONS, THAT ORIGINATED WITH THE BOOK OF KELLS, IRELAND, AND WILLIAM BLAKE'S FOLIOS. THIS TRADITION OF SOME OF OUR FOREFATHERS WAS ESTABLISHED IN CANADA BY THE UPSTAIRS GALLERY IN 1961 WITH THE PRODUCTION OF HAND-PRINTED EDITIONS THAT HAVE BEEN OFFERED PERIODICALLY TO INSTITUTIONS OF HIGHER LEARNING AND PUBLIC LIBRARIES THROUGHOUT NORTH AMERICA FOR THE PAST DECADE.

IN THESE YEARS OF OPERATIONS (SEE RESUME ATTACHED) THE UPSTAIRS GALLERY HAS ENCOUNTERED RECURRENT SITUATIONS WITHIN THE PUBLISHING BUSINESS THAT URGENTLY REQUIRE CHANGES IF WE WISH TO

ENABLE A WIDER DISTRIBUTION OF CANADIAN MATERIALS TO CANADIAN PEOPLE.

THE FOLLOWING RECOMMENDATIONS ARE THEREFORE RESPECTFULLY SUBMITTED TO THIS COMMISSION FOR CONSIDERATION.

RECOMMENDATIONS

- 1.- TAX INCENTIVES SHOULD BE GRANTED TO CANADIAN PUBLISHERS AND TO THE CREATIVE PERSONS WHO SUPPLY THEM WITH MATERIAL TO BE PUBLISHED.
- 2.- GRANTS SHOULD BE MADE AVAILABLE TO ENABLE: (A) AN EXCHANGE OF ARTISTIC EXPRESSIONS AND IDEAS BETWEEN THE DIFFERENT FIELDS AND THE PUBLISHING HOUSES WHO USE THEIR WORK. (B) OPPORTUNITY FOR THE EXCHANGE OF IDEAS ;AND LEARNING SITUATIONS CREATED ON AN INTERNATIONAL BASIS FOR ESTABLISHED PUBLISHERS AND ARTISTS.
- 3.- THE FEDERAL GOVERNMENT IN CO-OPERATION WITH THE PROVINCIAL DEPARTMENTS OF EDUCATION, SHOULD STIMULATE GREATER AWARENESS OF, AND ~~INTEREST IN~~, CANADIAN CREATIVE TALENTS THROUGH CHANNELS AS:
(A) BOOKS AVAILABLE AS CLASSROOM RESOURCES (I.E.-FACSIMILE EDITIONS OF CANADIAN AUTHORS AND ARTISTS) (A) DIRECT INVOLVEMENT OF ARTISTS AND AUTHORS WITH UNIVERSITIES, COLLEGES OF EDUCATION, COMMERCIAL COLLEGES, TEACHERS FEDERATIONS AND APPROPRIATE DEPARTMENTS OF LOCAL SCHOOL BOARDS, ALSO, THE USE OF HAND-PRINTED PORTFOLIOS AS GIFTS FOR VISITING DIGNITARIES. (C) INTERMEDIAL PRESENTATIONS OF THE ARTS AND/OR DEMONSTRATIONS OF INTERACTION BETWEEN ARTISTIC EXPRESSIONS.

- FEDERAL, PROVINCIAL AND MUNICIPAL BODIES SHOULD BE ENCOURAGED TO SHOW AND PROMOTE WORKS OF ARTISTIC EXPRESSION, OR QUALITY FACSIMILES THEREOF, WITHIN THEIR PUBLIC BUILDINGS, THEREBY GIVING RECOGNITION AND ENCOURAGEMENT TO CANADIAN ARTISTS THROUGH SUCH EXPOSURE, AS IS APPROPRIATE TO EACH LEVEL OF OFFICE.
- A CULTURAL DEVELOPMENT FUND SHOULD BE MADE AVAILABLE TO PUBLISHERS AT A LOW INTEREST RATE TO ENABLE THE PRODUCTION OF WORK FOR WHICH ARTISTS AND AUTHORS WOULD FIND IT DIFFICULT OR IMPOSSIBLE TO GET BACKING.
- SUCH A DEVELOPMENT FUND AS SUGGESTED ABOVE SHOULD BE SUBJECT TO THE FOLLOWING CONSIDERATIONS: (A) ADMINISTRATION ON SOUND BUSINESS PRINCIPLE BY AN IMPARTIAL BODY TO ENSURE CONTINUITY OF AVAILABLE CAPITAL. (B) CANADIAN IDENTITY AND CONTENT OF WORK TO BE SUPPORTED. (C) QUALITY OF WORK MUST MEET AN ACCEPTABLE STANDARD OF ARTISTIC ACHIEVEMENT. (D) FUNDS ALLOCATED MUST NOT BE TINGED WITH "POLITICAL" IMPLICATIONS, BUT, MUST BE BASED ON THE QUALITY OF THE PRODUCTION.
- CONSIDERATION SHOULD BE GIVEN TO THE BROADENING OF EXTERNAL MARKETS FOR CANADIAN PUBLICATIONS.
- FEASIBILITY OF A PUBLISHERS "CO-OP" SHOULD BE EXPLORED WITH A VIEW TO POSSIBLE ELIMINATION OF DUPLICATIONS OF EFFORT AND STABILIZATION OF THE PUBLISHING MARKET.
- A CO-ORDINATING BODY SHOULD BE ESTABLISHED AT THE FEDERAL LEVEL TO PROMOTE THE VARIOUS INTERNAL EXPRESSIONS OF CULTURE, AND, TO REPRESENT THE CANADIAN CULTURE EXTERNALLY TO THE WORLD. THIS MAY REQUIRE THE ESTABLISHMENT OF A NEW BODY, OR THE EXTENSIONS OF SUCH EXISTENT BODIES

AS THE ARTISTIC AND CULTURAL SUPPORT BRANCH OF THE SECRETARY
OF STATE, OR THE EDUCATIONAL SUPPORT BRANCH WITH THE SAME
PORTFOLIO.

THESE RECOMMENDATIONS ARE SUBMITTED FOR YOUR ERNEST CONSIDERATION.
SERIES ARE INVITED UPON THE ELABORATION OF EACH POINT.

UPSTAIRS GALLERY

69 BANSTOCK DR. WILLOWDALE, ONTARIO, CANADA (416) 222-7349

RESUME

SINCE 1958, UPSTAIRS GALLERY, OWNED AND OPERATED BY SAUL FIELD AND JEAN TOWNSEND AS AN ART GALLERY AND SCHOOL.

- 1961- THE UPSTAIRS GALLERY PUBLISHED ITS FIRST TITLE:
"SONG OF SONGS" BY DAVID SILVERBERG, EDITION 100 COPIES.
- 1964- "THEMES FROM THE OLD TESTAMENT" BY SAUL FIELD AND JEAN TOWNSEND, EDITION 150 COPIES.
- 1966- "LEGENDS OF FRENCH CANADA", BI-LINGUAL. TEXT AND ENGRAVINGS BY SAUL FIELD, TRANSLATION BY JULES BAZIN. JEAN DRAPEAU, MAYOR OF MONTREAL, ACQUIRED COPIES OF THE "LEGENDS" AND GAVE THEM AS GIFTS TO VISITING DIGNITARIES DURING EXPO '67. EDITION 150 COPIES.
- 1967- "SHOLEM ALEICHEM SUITE", BY SAUL FIELD, EDITION 150 COPIES.
- 1967- "MY TRUE LOVE", BY VALENTINE WATTREUS, EDITION 50 COPIES.
- 1967/71- "BLOOMSDAY SUITE" BASED ON ULYSSES BY JAMES JOYCE. ENGRAVINGS BY SAUL FIELD, EDITION 25 COPIES.
(REFERENCE FOR THE ABOVE TITLES SEE "PROSPECTUS 1968" ATTACHED).
- 1971- "BIRDS OF THE PETROGLYPHS", POEMS BY LAURIE AYRES, ENGRAVINGS BY SAUL FIELD. PREFACE BY WILLIAM JENKINS. EDITION 100 COPIES.
- 1971- "WIND AMONG THE REEDS", POEMS BY W. B. YEATS, ENGRAVINGS BY JEAN TOWNSEND, EDITION 100 COPIES.

THE UPSTAIRS GALLERY PLANS TO PUBLISH FACSIMILE EDITIONS OF THESE PORTFOLIOS FOR USE AS EDUCATIONAL RESOURCES.

PUBLISHERS OF HAND-PRINTED PORTFOLIOS • TRAVELLING EXHIBITIONS

- "SONG OF SONGS", 1961 David Silverberg
- "THEMES FROM THE OLD TESTAMENT", 1964 Saul Field
- "LEGENDS OF FRENCH CANADA", 1966 Saul Field
- "BLOOMSDAY SUITE", 1967-70 Saul Field
- "SHOLEM ALEICHEM SUITE", 1967 Saul Field
- "WIND AMONG THE REEDS", 1971 Jean Townsend
- "MY TRUE LOVE", 1968 Valentino
- "LA CORRIDA", 1966-70 Saul Field
- "BIRDS OF THE PETROGLYPHS", 1971 Saul Field
- "FINNEGANS WAKE", 1971 Saul Field

June 1, 1969

SAUL FIELD

BIOGRAPHICAL NOTES

MEMBER:

CITY HALL ART ADVISORY COMMITTEE
CNE " " " TORONTO

PUBLIC COLLECTIONS

Library of Congress, Washington
James Joyce Museum, Martello Tower, Dublin, Ireland
Department of Cultural Affairs, Quebec
University of Buffalo
Canadian Government Exhibition Commission
Department of Trade and Commerce, Ottawa
McGill University
Department of External Affairs, Ottawa
Teacher's College, Toronto
Ottawa Public Library
James Joyce Foundation, Tulsa, Oklahoma
National Museum, Ottawa
Jewish Federation of Omaha
Library of Parliament, Ottawa
National Library of Canada
Boston Public Library
San Francisco Public Library
Pennsylvania State University
Queen's University, Kingston
Jewish Museum, New York
Jewish Theological Seminary, New York
Columbia University, New York
Montreal Museum of Fine Arts
Brand Museum Library, Glendale, California
Conservative Congregation, New Orleans
Ecole des Beaux Arts de Montreal
Bibliotheque de La Ville de Montreal
University of Toronto
University of Manitoba
University of Saskatchewan
Edmonton Public Library
Massey College
Sir George Williams University
Scarborough Public Library
Toronto Public Library
Mendel Art Gallery, Saskatoon
St. Michael's College, Toronto
York Public Library
Forest Hill Public Library
North York Public Library
Akron School Board
York University
Victoria College, Toronto
University of Guelph
Trent University
University of Waterloo
Brock University
Scarborough College
Etobicoke Public Library
Board of Education, Toronto

EXHIBITIONS

Exhibition, 1964, Montreal, 1967
Exhibition of Emerging Arts, New York City, 1967
James Joyce Symposium, Hotel Gresham Dublin, 1967
Stelaine Pavilion, Expo'67
Exhibition of Mount St. Joseph, Cincinnati, Ohio, 1969
Michael's College, Seminar Irish Studies, Toronto, 1968
Wash Community Centre, Ottawa, 1969
Blossom Temple, Spring, 1969, Toronto
Glenhyrst Gallery, Kitchener, 1968
Edy Bronfman Centre, 1968, Montreal
Glenhyrst Ustel, Toronto, 1969
Wash Community Center, San José, California, 1969
EMPLE UNIVERSITY, PHILA. 71
BLOOMSDAY SUITE SHOWS

Capitol Theatre, Toronto, 1968
Glenhyrst Theatre, Toronto, 1968
Capitol Theatre, Montreal, 1968
Glenhyrst Cinema, Ottawa, 1968
Glenhyrst Theatre, Vancouver, 1968, Hamilton, 1968, London, 1968
Michael's College, Toronto, 1968
James Joyce International, Dublin, 1969

ADJUDICATION

1960 CO-JUDGE WITH LATE
PEARL MCCARTHY AND NAKAMURA
GLENHYRST ANNUAL SHOW.

1971 JUDGE, GRAPHICS SECTION
RENAISSANCE '71. UNIVERSITY
FESTIVAL.

PRIVATE COLLECTIONS

Alan Bream, England
C.A. Victor Corporation, U.S.A.
Remblay Concerts, Ottawa
Mira Koishihara, Tokyo
Norman Jewison, Hollywood
Neil Irving Glick, Toronto
Glenhyrst Lemay, Ottawa
Glenhyrst Applebaum, Toronto
Glenhyrst Excellency, The Governor General Roland Michener
Glenhyrst Worship, Mayor Jean Drapeau, Montreal
Glenhyrst Worship, Mayor William Dennison, Toronto
Glenhyrst Stuart Rosenberg, Beth Tzedec, Toronto
Glenhyrst Donagh McDonagh, Dublin, Ireland
Glenhyrst Elie d'Humieres, Paris, France
Glenhyrst Roberge, Agent General for Quebec, London, England
Glenhyrst Senn, Switzerland
Glenhyrst Staley, Tulsa, Oklahoma
Glenhyrst Budgen, Paris, France
Glenhyrst Leopold Amyot, Canadian Embassy, Paris, France
Glenhyrst Paul Lipson, "Fiddler on the Roof" - Tevye
Glenhyrst Genevieve Bujold
Glenhyrst Hotel Bonaventure, Montreal
Glenhyrst Orning Glass Works, Ltd.
Glenhyrst Coin du Livre, Ottawa
Glenhyrst Gordon Burwash, National Film Board
Glenhyrst Peter Martin, Toronto
Glenhyrst John Court, New York
Glenhyrst McGraw Hill Publishers
Glenhyrst KFF Company, Sweden
Glenhyrst KFF Company, Canada
Glenhyrst Mrs. Albert Liss
Glenhyrst Dr. M. F. Feheley
Glenhyrst Vincent Price Collection
Glenhyrst Dr. Claude Bissell
Glenhyrst G. Roland
Glenhyrst Alan Campaigne
Glenhyrst Arnold Edinborough
Glenhyrst Victor Topper
Glenhyrst Simon Dresdner
Glenhyrst Harry Horner
Glenhyrst Gerald Goodis

PRIVATE COLL (CONT)

HON. HERB GRAY, MINISTER NAT. REV.
BARON VON KARSTEDT
PROF. ROBERT O'DRISCOLL
CALVIN RAND, NIAGARA

GROUP SHOWS

Book Fair, Nice, France, 1969
Book Fair, Leipzig, Germany, 1967
Twentieth Century Art, Beth Tzedec, Toronto, 1967
Oxford University, Oxford, England
Pennsylvania Academy of Arts Annual, 1967
National Gallery of Canada, Biennial of Prints, 1966
CPE Show, Habitat '67, Expo '67
Pavilion of Judaism, Expo'67
CPE Annual, Montreal Museum of Fine Arts, 1967
Walter Engel Gallery, "The Expressive Figure" Toronto, 1969

AWARDS

"Blue Note" Honorary Mention, Glenhyrst, Ontario, 1969.
Also purchase award Brantford Bar Association.
"Gopak" engraving chosen as presentation print by Can.
Painter-Etcher Society, Annual Exhibition of 1970.

PORTFOLIOS

Themes from the Old Testament, 1964 (Upstairs Gallery)
Legends of French Canada, 1966 (Upstairs Gallery)
Bloomsday Suite, Hand-printed edition Series #1, 1967, #2,
1967, #3, 1969 (Upstairs Gallery)
Kolom Aleichem Suite, Hand-printed Edition, 1967
La Corrida, 1968 (Upstairs Gallery)
Composers Suite, 1969 (Upstairs Gallery)

AUDIO-VISUAL

"Tevye", 16mm. color 18 min. Haida Films, Production,
Producer.
Collaboration with Paul Pedersen, Composer, Faculty of
Music, McGill University, on Themes from Old Testament
Performance - Redpath Hall, McGill University, March
10, 1967, Montreal
Performance - Beth Tzedec Synagogue, May 10, 1967,
Toronto
Performance - Place des Arts, (Port Royal) August 17,
1967, Montreal
Numerous performances McGill University during 1968.

BIRDS OF RETROGLYPHS '71

COMMISSIONS

Official Poster for James Joyce International Symposium,
Dublin, 1969. Limited edition of 250 posters reproducing
portrait of James Joyce.

James Joyce Quarterly Magazine - cover for magazine,
summer, 1968. Reproduction of engravings from "Bloomsday
Suite" entitled "Antlered Hatrack in the Hall".

Royal York Magazine - Reproduction of engraving from
"Bloomsday Suite" entitled "Scully Maid" March, 1968
magazine cover.

American Judaism Magazine, Reproduction of engraving
"Birkhat Cohanim" (Priestly Blessing) Passover, 1966,
magazine cover.

String Section, Tryptich. Memorial for Holy Blossom
Temple, Young Congregants.

Anthology, The American Judaism Reader, (Abelard-
Schuman), Edited by Paul Kresh, Reproduction "Birkhat
Cohanim" beside preface page.

COVER, JOURNAL OF MODERN LITERATURE

SOCIETIES

Fellow, International Arts and Letters Institute (FIAL)
Switzerland, 1963
Canadian Society of Graphic Artists (CSGA) 1966
Canadian Painter-Etchers Society, (CPE) 1965 (Executive
Member)

Printmakers of Canada, (POC) 1968 (President)
CAN. WRITERS GUILD, VICE-PRES '71

GRANTS

York University, June 1967
Canada Council, June 1967, October 1967

James Joyce Foundation
PROV. OF ONTARIO ARTS COUNCIL '70

BIBLIOGRAPHY

Dictionary of Canadian Artists, 1967, pages
Dictionary of International Biography, 1967, page 179
(Biographical notes deposited Manchester Library, England)
Two Thousand Men of Achievement, 1969
"Magic Fiddler" Co-author with Claude Aubry, (Peter Martin)
English Edition. (Les Edition de Deux Rives) Ottawa,
French Edition. Received 46 reviews in Canada Press -
January 1 - March 1, 1969.

STUDIO 69 Banstock Drive
Willowdale, Ontario



ROYAL COMMISSION ON BOOK PUBLISHING

BRIEFS

to the

ROYAL COMMISSION ON BOOK PUBLISHING

APRIL 30, 1971

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

RADICALS FOR CAPITALISM

APRIL 30, 1971

The problem of foreign ownership of parts of the Canadian publishing media involves at its most fundamental level the concept of human rights and the principle of individual freedom.

The basic principle which ought to guide men's actions in their dealings with each other is the idea that the initiation of the use of force is to be forbidden. No society in which the initiation of the use of force is permitted can long survive. In order to safeguard this principle, governments are established, to prevent, by law, the initiation of force. In so doing, the government is granted a monopoly on the use of retaliatory force. With the exception of extreme emergency cases, the government is the only legal repository of the use of force in a free society. Extreme care must therefore be taken to ensure that the force that is used is only of a retaliatory nature.

Any future government action must always be viewed in the light of the preceding principles, so now we may discuss the topic of this enquiry.

Freedom of speech is the principle that no one may initiate force against an individual for saying something. This principle is primarily directed at governments, and is therefore called a right. The government must not prevent anyone from saying anything or writing anything. Please note here that I am speaking quite literally of saying and writing. Freedom of speech refers to what one man may do. It is not a gun in your hand to compel others to say something for you, nor to compel others to listen to you. This is the fundamental concept. You do not have the right to force others to speak for you, for that would be to initiate force.

The only case where the government ought to intervene in speech is where something untrue was said which caused some harm to an innocent party. This is the case of 'No-one has the right to yell "Fire!" in a crowded theatre.' Here the saying caused force to be initiated.

Now, what I have said above applies equally to book publishers. According to the principle of free speech, the publisher may say anything he wishes with his own resources. He may choose to enter into an agreement with anyone to publish material; that is, to allow someone to say something with his facilities. However, no one may compel him to say something he does not wish. Thus a publisher must have the right to decide what will be printed on his presses. This argument applies to my colleague operating a silk screen in his basement as much as to the largest American branch plant. There is no difference in the principle involved, and to say otherwise is to permit someone to dictate to someone else what he may or may not say.

Therefore any kind of restriction on what books may be published in Canada on any basis whatever is a fundamental violation of free speech and an example of the initiation of force. There can be no justification of such a restriction in a free society.

Note that if the government chooses instead to subsidize Canadian writers it is again violating free speech; in this case by compelling the taxpayers to say something they might not wish to say.

Legislation concerning control of Canadian book publishing is a slightly different matter. It involves the principle that only Canadian citizens have free speech in Canada and that others may have force initiated against them. When separate laws are devised to discriminate between differing nationalities in a country, the first step has been taken towards government-inspired and administered racism and apartheid.

A comment would be relevant now about people who wish to force at the point of a government gun actions that citizens would not undertake voluntarily. Canadian citizens will support Canadian talent to the extent they desire to do so. To ask the government to intervene on behalf of some particular group of writers or publishers is to set up

those in authority as supermen, who, by having been elected, have acquired wisdom and judgement that the ordinary people (who elected them) do not possess. This is the only motivation I can fathom for the demand for government intervention in publishing in Canada.

To sum up, therefore, I wish to state that there is no justification for government intervention in book publishing, and that any such intervention involves a violation of free speech and in fact, the initiation of force.

respectfully submitted,

Geoffrey S. Nathan, President,
Radicals for Capitalism.

Acknowledgements

The philosophical principles enumerated herein were formulated and validated by Ayn Rand in her book Atlas Shrugged and other writings. I alone, however, am responsible for the contents of this brief. Mr. Eric Layman and other members of Radicals for Capitalism were of great assistance in its preparation.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

UNIVERSITY OF TORONTO, SCHOOL OF LIBRARY SCIENCE

APRIL 30, 1971

April 28, 1971.

Brief to Ontario
Royal Commission
on Publishing

prepared by a group of
students and staff
of the
School of Library Science
University of Toronto

Appearing to Present the Brief:

J. Marshall, Assistant Professor

P. Fleming, Teaching Assistant

M. Cariou, Assistant Professor

I. Matthews, M.L.S. Student

R.B. Land, Director, School of Library Science

This Brief has been prepared by a group of students and teaching and professional staff of the School of Library Science, University of Toronto. Its recommendations spring from our concern, as librarians and future librarians, for the development and maintenance of a healthy Canadian-owned publishing industry. In a number of our courses, problems of the industry are examined within specific contexts, and one second-year elective is devoted exclusively to contemporary Canadian publishing. Librarians are concerned with books as part of our stock in trade; we are also concerned with the development of an indigenous Canadian culture, in which Canadian books are an essential ingredient. Our conception of such a culture is not a highbrow one. Increasingly, books contribute not only to the intellectual and educational process but to the communications network (the "mass media") which has such a pervasive influence on the whole population. Books are media, too; already the paperback competes with the magazine in popularity and accessibility.

The only assurance of continued growth in the publication of books by Canadians on Canadian themes is the continued growth of Canadian-owned publishing firms. We cannot and should not expect foreign-owned firms, whether British or American, to publish Canadian titles, which, however important to us as Canadians, have little sales possibility elsewhere in the English-speaking world. Within Canada, the size of the market is such that many titles, of significance to our cultural and intellectual life, cannot be published without financial subsidy from some source.

Many, therefore, do not get published. For those which do, the traditional source of subsidy has been the publisher's more profitable lines, either agency titles or textbook sales, or both. However, the older publishers can no longer rely upon either of these sources, as industry relationships and educational patterns undergo marked changes; and the newer, smaller publishers have little chance to break into either of these markets.

It is our contention that no worthy book should go unpublished for lack of financial means, and that the responsibility for the necessary types of assistance should be a public one. That is, the federal and provincial governments must find means of assisting Canadian publishers to stay alive and to publish works of Canadian concern.

This Brief will assume that the problems identified by the Ernst and Ernst Report (The Book Publishing and Manufacturing Industry in Canada. Department of Industry, Trade and Commerce. 1970.) and by industry spokesmen, both members and non-members of the Canadian Book Publishers' Council, are those which require attention, and will proceed to make recommendations for action by government at both levels. Some recommendations will be addressed to the industry itself, and some will have implications for libraries and librarians.

A To assist and encourage individuals we recommend that:

1. Authors and illustrators receive increased financial aid from the Canada Council and other funding organizations. This assistance could include commissions for textbooks, and grants for research and publication in subjects inadequately treated

in existing Canadian works. The Ontario Council for the Arts should expand its functions in order to serve these objectives on a provincial basis.

2. More awards and honours comparable to the Governor General's Awards for Literature be instituted to recognize excellence in authorship, book design and book illustration. Boards and juries could be composed of representatives from reviewing journals, newspapers and other media, universities, provincial and federal governments, libraries, the Canadian Book Publishers' Council, the Canadian Library Association, provincial library associations, the Canadian Authors' Association, etc.

B To strengthen the publishing industry we recommend that:

1. Financial assistance be made available to provide working capital to Canadian-owned publishing firms in the form either of grants or long-term loans at low interest rates which would be tax-deductible. Provincial governments should assist textbook and educational publishing and the Federal Government should aid Canadian-owned companies publishing books of regional, national and international interest. The formation of an administrative body comparable to the Canadian Film Development Corporation should be considered as part of this policy.
2. Federal legislation now protecting banking, newspaper publishing and broadcasting from foreign takeovers be extended to the publishing industry.
3. Representatives of the Canadian publishing industry meet with the publishing section of Information Canada to discuss



guidelines for cooperation and possible collaboration between government and the private sector in the publication of books of general interest and wide sales potential.

C To aid in the promotion and distribution of Canadian books we recommend that:

1. The development of export markets for Canadian books be recognized as a responsibility not only of the industry but also of both Federal and Provincial governments. Increased assistance should be available to publishers and their representatives for the exhibition, promotion and marketing of Canadian books beyond provincial and national borders. Information Canada could play a major role here.
2. Collections of representative Canadian books be prepared for regular distribution abroad. For this purpose we suggest several collections of varying sizes, appropriate to the needs of government offices such as consulates, embassies, and trade commissions. Suitable Canadian books could also be selected and assembled for donation to schools and libraries in other countries. Provision should be made for up-dating these collections by adding new books as they are published.
3. Governments assist translation of important Canadian books, including textbooks, to assure their availability in both French and English. A panel representing publishers, booksellers and librarians should be formed to choose significant titles.

D To ensure Canadian content in Canadian classrooms we recommend that:

1. The Ontario Department of Education reassess Circular 14 and re-examine its policy governing the selection and provision

of textbooks. The importance of Canadian materials to a Canadian curriculum must be emphasized.

Other recommendations in the brief concerned with educational publishing are A1, A2, B1, B2, C1, C3.

E To the publishing industry we recommend that:

1. A current journal providing news of forthcoming Canadian books and professional reviews of those just published be established to promote sales within Canada and also in the international market. If the proposed Books in Canada is this journal, it should benefit from the active support of the industry, libraries, universities, media and the government. Such support would include promotion, display, subscription and advertising contracts.
2. Publication of paperback editions be considered more frequently for original issues, for simultaneous release with hard-cover editions and for reprints of popular and out-of-print books, since the lower prices of paperbacks will open a wider sales market. At the same time, a more aggressive policy of promotion and publicity for Canadian books (especially paperback) could be undertaken through the media, including local cable TV outlets and ETV, such as Ontario's channel 19. Comprehensive travelling displays of Canadian paperbacks, purchased with public funds, and placed in libraries, schools and other public institutions, including Information Canada offices, could have an impressive effect on the awareness by Canadians of the growth and attractiveness of this form of publication.

3. An agency be formed to distribute Canadian paperbacks to mass market outlets, such as news-stands, in all parts of the country. The activities of this agency should be extended to include distribution of Canadian magazines as well. Schools and libraries may also find it advantageous to use the services of such an agency in building their collections of Canadian paperbacks.

4. Agency services receive further study. We recognize the importance to the Canadian publishing industry of the commissions earned by distributing English and American books to the Canadian market. We also recognize the fact, stated by University of Toronto Librarian, Robert Blackburn, in a letter to the Toronto Star, March 19, 1971, that many specialized materials needed in our research libraries cannot be purchased through Canadian agents. We therefore reject any enforced restriction on purchasing policies of publicly funded institutions as suggested by some industry spokesmen.

At the same time, we urge libraries and schools to buy through Canadian agents whenever possible. The service currently provided by many suppliers is slow and unreliable. If standards could be raised, libraries, schools and other purchasers would place their orders with Canadian firms rather than "buying around" them by placing direct orders with foreign publishers or using foreign suppliers. Since various attempts to provide competitive agency services by Canadian firms have met with only partial success, we suggest a thorough study by a qualified research group with the cooperation of libraries, schools and the book industry. Such a study should be publicly funded, with both federal and provincial governments participating.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

LAKE ERIE REGIONAL LIBRARY SYSTEM

APRIL 30, 1971

A BRIEF PRESENTED TO THE ONTARIO ROYAL COMMISSION
ON BOOK PUBLISHING BY THE BOARD OF THE LAKE ERIE
REGIONAL LIBRARY SYSTEM - 1971

Preamble

The cultural and informational centre of a community is its public library and the life-blood of that library is books, records, films, and materials in other formats. The present demands upon public libraries are straining their resources; in the next decade even more, and better educated, potential users will arrive whose needs must be served. To do this, public libraries need maximum access to the knowledge of the world, regardless of its format or its place of origin. Above all, a Canadian public library needs Canadian material. Without Canadian books, Canadian records, Canadian films - not merely manufactured or produced in Canada but in content about and for Canadians - public libraries in Canada will become merely outlets for the propagandizing of alien life-styles, stocked with the cultural and philosophic concepts of foreign states. If there is to be a Canada, the nation's spiritual essence must be disseminated to its people, and without a Canadian publishing industry this goal is lost before it has even begun. There will always be Canadian material to publish, but unless there is a Canadian publishing industry such material will die aborning, its loss sapping and eventually destroying our national identity. Public libraries are the storehouses and disseminators of culture and ideas, and Canadian public libraries are concerned that there be a Canadian culture to store and Canadian ideas to disseminate. Though there may be a few Canadian authors who would automatically be published abroad, many worthwhile Canadian writers would not. Even more, it is important to publish works of currently questionable worth since genius is not always recognized in its own time. Because of the limited market, government financial

support is absolutely necessary, even for efficiently run houses. If the Canadian publishing industry were thus perpetuated, every Canadian would be the better for it.

This is not to say that Canadian public libraries are to be denied publications from abroad. On the contrary, it is equally important that Canadian public libraries have available to them publishing from abroad lest we in Canada become too narrow in our outlook from being denied the larger view.

What is the relationship between those firms in Canada engaged in the publishing business and Canadian public libraries? Here in the Lake Erie Region the Lake Erie Regional Library System operates a Regional Technical Service providing centralized ordering, cataloguing, and processing of books for the independent public libraries in the four counties of Middlesex, Elgin, Oxford, and Norfolk, which comprise our Region. It is the policy of the Board of the Lake Erie Regional Library System to buy from Canadian suppliers whenever possible, using jobbers in other countries only for those items not available in Canada. The Regional Technical Services has agreements with some 40 Canadian publishers and Canadian agents of foreign principals for the automatic shipment of display copies and orders direct from the publisher or agent if the title desired is available in Canada. Our buying is not limited to these firms and orders are placed for books published by many other companies. During 1970 \$229,932.43 was placed with 333 individuals or companies ranging from \$18,082.67 with one firm to \$1.00 for one copy of a privately printed item for one of the specialized collections in the Regional Reference and Resource Centre. The number of vendors shall be greatly reduced in 1971 since the Regional Technical Services is now using jobbers in the country of origin for titles published by firms other than those with whom we have arrangements. In 1970 an indication of the range

of business done with vendors in Canada is as follows:-

Over \$15,000.00	1
\$10,000.00 - \$14,999.00	4
\$5,000.00 - \$9,999.00	13
\$1,000.00 - \$4,999.00	20

This represented \$205,286.59. Thus 89.28% of our business was placed with only 38 vendors. Of the remaining \$24,645.84, \$10,297.41 was placed with 14 vendors in the \$500.00 - \$999.00 range, leaving \$14,348.43 spread among 281 vendors in amounts decreasing downwards from \$485.87; this represents to a large extent purchases of single copies or one-time dealing with a company, and is borne out by 240 vendors being in the \$99.00 and under range, of which 92 are in the \$10.00 and under range, leaving only 41 vendors in the \$100.00 - \$499.00 range. It is the accounting involved with these latter 281 vendors that shall be dispensed with by ceasing to order direct from the publisher and going over to jobbers in the country of origin of the book.

This was the extent of our business. What was the nature of it? By and large, service was good, marred only by the incompetence of a few. No vendor was perfect; all made mistakes. Some made many more than others, and a few made every possible error over and over again. A partial catalogue of complaints and problems follows:-

incorrect pricing

incorrect discounts

wrong titles shipped

short orders

defective copies

delayed invoices

statements either incorrect or unrelated to invoicing

incorrect credit notes

slow or non-existent reporting on back orders

non-return of requested part of order form.

These represent a real time loss at our end, adding to the total cost of the book. When a mistake is drawn to the attention of the vendor concerned, often an interminable correspondence results before action to redress is taken, if at all. These are the realities of dealing with Canadian vendors. Mark-ups on imported titles are often unrealistically high; often the agent has imported only a limited stock or has not stocked at all, thus necessitating a delay while the "special orders"; reporting on back-orders and non-availability is poor; there is confusion as to "Canadian rights" (when both the British and the American editions of the same book are advertised it is the rule rather than the exception that only one or the other can be sold in Canada and librarians need to be clairvoyant to guess which one.)

All of this results in added cost to Canadian libraries; even so, the alternative is to spend Canadian tax money abroad and to raise the spectre that the loss of revenue to the Canadian publishing industry will spell its doom and consequently mean the end of Canadian culture. Nor can one describe members of the Canadian publishing industry as poor businessmen, and applaud a takeover by foreign interests, for this will only hasten the leaching away and erosion of our national identity and sovereignty. The situation, however, is not without solution.

The following brief is designed to assist the democratic, cultural, and social development of our Province and of Canada.

WHEREAS: A state of crisis exists in the publishing industry in Canada,
and,

WHEREAS: Piecemeal solutions and band-aid treatment for the publishing
industry will not suffice,
and,

WHEREAS: Foreign domination and control of the publishing industry in
Canada can lead only to the destruction of the Canadian identity,

THEREFORE: Be it drawn to the attention of the Royal Commission on Book
Publishing that the Board of the Lake Erie Regional Library
System ask you to give earnest consideration to the following
points:

1. That the Commission differentiate between firms engaged in the
publishing industry in Canada that actually publish books and
those firms that are merely importers of books published abroad,
and that the Commission concern itself only with the former as
the true representatives of the publishing industry in Canada,
and,
2. That the Commission further differentiate between those publishing
houses in Canada as defined above which are truly indigenously
Canadian and those firms which are situated in Canada but are
subsidiaries of foreign corporations,
and,
3. That the Commission recommend that no extant truly indigenously
Canadian publishing house be allowed to be sold to foreign interests
nor that foreign interests be allowed to acquire effective control of
any extant truly indigenously Canadian publishing house,

4. That the Commission recommend the institution of long-term interest-free loans to extant truly indigenously Canadian publishing houses and such houses as may be established in future,
and,
5. That the Commission study and investigate the practices of those publishing houses in Canada which are subsidiaries of foreign corporations as to their editorial practices and the locus of the decision-making in editorial matters and policy,
and,
6. That the Commission recommend that the setting of editorial policy and decision-making in this regard for any publishing house in Canada must be done in Canada,
and,
7. That the Commission recommend that the profits accruing from publishing in Canada by foreign-controlled houses remain in Canada,
and,
8. That the Commission recommend the removal of customs duties on books imported by extant truly indigenously Canadian publishing houses, whose business includes, as an important adjunct, the importing and distributing of books published abroad,
and,
9. That the Commission recommend that any foreign-controlled publishers' agent/importer/book wholesaler operating in Canada must pay customs duties on all and any books imported into Canada,
and,

That the Commission recommend that any foreign-controlled publishers' agent/importer/book wholesaler operating in Canada must purchase in Canada any title ordered through it which is published or represented in Canada by a Canadian firm,
and,

11. That the Commission recommend that institutional libraries must purchase in Canada any title published or represented in Canada by a Canadian firm,
and,

12. That the Commission recommend that institutional libraries be exempt from customs duties on imported books which are not represented in Canada by a Canadian owned or controlled publishing house or publishers' agent,
and,

13. That the Commission study and investigate the standardization of invoices and other forms used by Canadian owned or controlled publishing houses and publishers' agents,
and,

14. That the Commission study and investigate the desirability of subsidizing the Co-operative Book Centre of Canada to be a national book wholesaler.

H. Fisher, Chairman,
Board of the Lake Erie Regional Library System.

C. D. Kent, Director/Secretary-Treasurer,
Board of the Lake Erie Regional Library System.

David Skene Melvin, Assistant Director/
Secretary-Treasurer, Board of the Lake Erie
Regional Library System.

30/3/71

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

THE MACMILLAN COMPANY OF CANADA LIMITED

APRIL 30, 1971

THE MACMILLAN COMPANY OF CANADA LIMITED

In this brief we tell the story of our Company from its beginnings nearly seventy years ago as a sales agency and depot for books published in London and New York to its position today as one of Canada's leading publishing houses. It relates the Company's publishing policies to the established traditions and standards of Macmillan & Company of London and the adaptations of those traditions to the Canadian scene.

No great point has been made of the domestication of Macmillan of Canada but beginning with school books the Canadian side of the business has grown to a point where it now accounts for between 60% and 65% of the Company's business each year.

In spite of its size, experience and relative stability, this Company has not remained unaffected

by current publishing troubles. These we attribute to poor business conditions and to various changes in educational policies and administration.

Publishing is peculiarly sensitive to changes in the economy because of the capital-intensive nature of the business. We have given some attention to this fact in our submission.

The present excitement of discovering ourselves as a nation and as a culture has led to many irresponsible statements about the necessity for Canadian ownership of book publishing firms.

Financial control of our Company is held in London and will probably continue to be held there although an expansion of common stock holdings in Canada is likely. The fact of British ownership has, in the past, had no limiting effect upon our cultural duty as a Canadian publisher and will have no such effect in the future. We are content to be judged on our performance.

No summary of our recommendations has been made but they have been underlined for your convenience. They include recommendations about 'buying around,' problems caused by the changing concepts of text materials in schools and universities, and the whole question of how Canadian publishing is to provide the books Canadians need.

As an appendix we submit letters from some of our authors which, we hope, may be of interest.

The Macmillan Company of Canada Limited was established in 1905 as a subsidiary of Macmillan & Co. Ltd. of London and moved to its present building at 70 Bond Street, Toronto, in 1910. Macmillan of London had itself grown out of a bookshop in Cambridge run by two Scottish brothers, Daniel and Alexander Macmillan. Largely self-educated and with only a sketchy apprenticeship in their trade, they opened as bookseller-publishers in London in 1843. It was a time of spreading universal education, of religious controversy and political unrest and the Macmillans' connections and earnest concern made them apt interpreters of their day.

Their early successes as publishers were with such varied books as a new translation of Plato's Republic, Todhunter's Differential Calculus and Thring's Child's Grammar. But within a few years their list included such lasting books as Charles Kingsley's WESTWARD HO! and THE HEROES and Thomas Hughes' TOM BROWN'S SCHOOLDAYS. By the death of the surviving brother Alexander Macmillan in 1896,

the firm had become one of the best known in the English speaking world; still maintaining the same balance in its interests - from ALICE IN WONDERLAND to Hall and Knight's ALGEBRA, and later from Thomas Hardy and Kipling to Bury's HISTORY OF GREECE.

The Macmillan Company, an associate, was opened in New York in 1896, having begun some years before as a depot and sales outlet for London Macmillan books. By 1920 it had become one of the largest publishers of American books for schools, universities and the general public, and the selling of the London list had become a small part of the business.

There is no doubt that the American experience was a factor in both the decision to establish a Canadian company and in the view of how it should develop. The Macmillan Company of New York became owner of a substantial proportion of the Canadian company's shares and its president was to exercise a remote control - though less remote than was possible at that time from London. The Macmillan Company of Canada began with a number of its London text books already in use in this country, several

having been licensed at different times to Canadian publishers for use in the schools of Ontario. In 1924 it bought the educational list of George Morang - an American who had become a Canadian publisher.

Macmillan of Canada's first President, Frank Wise, directed the company until 1921. During his time Canadian publication was largely limited to local production of British textbooks, and to enlarging the Morang educational list. Any greater ambitions were undoubtedly limited by the war. In 1921 Hugh Eayrs became president and for the next ten years - until depression stifled risk publishing - the company actively developed a Canadian general list. Many of these made a substantial contribution in their day and some well beyond: the works of E.J. Pratt, of Mazo de la Roche, of George M. Wrong, of Stewart Wallace (including his DICTIONARY OF CANADIAN BIOGRAPHY), and of Marius Barbeau, some of Frederick Philip Grove, the early Morley Callaghan and, the stunning best seller of its day, MARIA CHAPDELAINE (14 printings in ten years). It is safe to claim that in this period no publisher in

Canada was doing more to begin the definition of Canadian identity. And it is even more certain that Canadian general publishing was unprofitable as a whole and could only have been supported by the volume of business in imported books and Canadian made school books. The latter group by now included a number of texts written by Canadians as well as British and the occasional American text. The Province of Ontario had not greatly changed its attitude toward American books but some of the other provinces were beginning to do so, stimulated by the number of their teachers taking graduate work in the United States. Canadian universities were using increasing numbers of American college texts and Canadian nursing schools, probably organized on U.S. models, were using American texts almost exclusively.

The depression and war years were largely a difficult exercise in survival. Depression meant little better than break-even years on curtailed domestic publishing. And, though war provided growing markets, almost any profits - measured from the base of the depression

years - were taxed as excess profits. Reserves that would normally have been built in the twenty years between 1930 and 1950 on any moderately successful business were not built. Thus there were limited resources available to meet the challenge and the needs of the post war years.

From 1946 on things moved quickly. The present Chairman and Chief Executive Officer of the company became General Manager in June of that year and with his associates faced the task of renewing an educational list that was obsolescent, without adequate capital. The difficulty was compounded by pressure exerted reluctantly through the shareholders in Britain at the direction of the post-war government, for dividends the company could not afford and which its results did not justify. The Canadian members of the Board recognized Britain's desperate shortage of dollars but considered their responsibility as directors was to the Canadian company and they refused to comply with the instruction. The British Treasury could have called for their dismissal but did not do so.

The Province of Ontario now embarked on curriculum revision and the provision of free textbooks throughout the elementary school. The essential condition was Canadian manufacture and as far as possible Canadian authorship. The effect of this from 1949 on was electric throughout the book trade. Writing, editing, illustrating, design and the whole book manufacturing process was galvanized. The imposed inertia of twenty years was thrown off in five.

The results were not only felt in the textbook field. Post war excitement and confidence promised a welcome to books in many fields, and the growth in school business provided the volume and justified the technical staff necessary to more ambitious general publishing. In 1952 we published the first volume of Donald Creighton's biography of John A. Macdonald, Hugh MacLennan's EACH MAN'S SON, and the first volume in our series of Pioneer Books (AUTHENTIC LETTERS FROM UPPER CANADA). In the same year we began to publish The Great Stories of Canada, a series that now contains 33 titles.

1952 also brought our authors three Governor General's Awards for books published the previous year: (Morley Callaghan, THE LOVED AND THE LOST, Josephine Phelan, THE ARDENT EXILE, the Life and Times of D'Arcy McGee, and Charles Bruce, THE MULGRAVE ROAD). In the next three years our general Canadian publishing included such varied titles as Mason Wade's THE FRENCH CANADIANS, George Stanley's CANADA'S SOLDIERS 1604-1954 and Hugh MacLennan's THIRTY AND THREE. There was still not an adequate market to support Canadian publishing on this scale but other parts of the business were growing so that this part in which the whole staff took satisfaction and pride could be carried.

The universities, crowded with war veterans, were hungry for books that had been in short supply. Until 1955 we were selling the strong college list of The Macmillan Company, New York, but this was about to be taken away.

In 1952 the New York company separated itself from Macmillan in London. For a time we continued

to represent both houses, but in 1956 the American company took away its books and soon after opened in Canada as Brett-Macmillan (now Collier-Macmillan). With the loss of the line we dropped almost 25% of our sales volume. As a result of these corporate changes The Macmillan Company, New York, ceased to be a shareholder in the Canadian company and in 1958 the three senior Canadian executives of this company became owners of $17\frac{1}{2}\%$ of the company's stock.

The making of stock available on generous terms had nothing to do with control. For practical purposes the Canadian officers had been left free to manage our affairs as though we were an independent company from the moment it was clear that they were qualified to do so.

This was spelled out in flattering terms in 1954 though it had been the de facto situation since about 1950:

By air mail

TELEGRAMS: PUBLISHERS SQUARE LONDON
CABLES: PUBLISHER LONDON
TELEPHONE: WHITEHALL 8851
CODE 851 AND 852 EDITIONS A B C

MACMILLAN & CO., LTD
25, MARTIN'S STREET,
LONDON, W.C.2

211 September 8 1946

PLEASE QUOTE DMY NM

PRIVATE & CONFIDENTIAL

John Gray, Esq.,
The Macmillan Co. of Canada Ltd.,
70 Bond Street,
Toronto 2,
Ontario, Canada.

Dear Mr. Gray,

I think it would be a good thing if we saw you before February. Just after Christmas would be a very convenient time for us; we should only want you to stay here for about a week. I wonder if it would suit you to come directly after Christmas?

Meanwhile I want to say, which I have not said before, how delighted I am that the business of the Canadian Company is becoming more and more a Canadian business and not merely an agency for the sale of imported books. I am sure that some day Canada will become an even greater country than it is, and that there will be more and more scope for purely Canadian publishing, and we want to do everything possible to promote this object. Anyhow, it will be much easier to talk than to write, so I shall greatly look forward to seeing you after Christmas, if, as I hope, that will be a convenient time.

If directly after Christmas is not convenient for you, perhaps you could come at the end of November, but I think that just after Christmas would be the best - certainly it would for us.

I am,
Yours sincerely,

Daniel Macmillan

Daniel Macmillan

By careful management of our limited capital the school book list had been rebuilt by the mid fifties. A series of school readers published jointly with Ryerson Press in the thirties had been completely revised and reissued and had met with success. Similarly an elementary language series - all written and produced in Canada - had been successfully revised. We make some point of this because like many of the older houses we have always seen the various parts of our business as mutually supporting. The extent of our Canadian general publishing at this time could not have been so confidently embarked on had the renewal of the educational list lagged seriously.

Canadian publishing, like all publishing that is not merely buying and selling, is capital intensive. This company grew up at a time when government grants in aid of publication were virtually unheard of, and the publication of distinguished but slow-moving books could only be supported out of general revenue resulting from increased volume.

In the depression years we published some books with financial assistance from their authors, but this has not, for many years, been our policy. Since 1946 we have had help with at most a dozen Canadian books, twice to cover translation costs from French, four times to assist with heavy illustration costs. Otherwise we have had to balance our publishing programme so as to finance growth out of earnings.

While we not believe that anything should be done to limit the availability of imported books, the difference in the problems of those who publish any large number of Canadian books at risk and those who chiefly import and sell should be recognized. A few examples make the point.

In 1970 we published a Canadian book in the field of secondary school music; the cost of publishing an edition of 5,000 copies, necessary to produce the book at a competitive price, was \$9,494.10. At about the same time an American

house we represent published a similar book in the same field for the same need. In order to explore the market for the American book here as a part of our normal agency responsibility, we bought 85 copies at a cost of \$326.40. If the former position existed or is restored that excellent Canadian books can expect a reasonable preference, the difference in risk and investment might seem sensible but if most provinces exercise no such preference, how can it be justified? Even if the Canadian book has a better than even chance, that option makes a serious demand on limited capital resources.

In 1969 and 1970 we imported 104 new fiction titles from Macmillan London and Viking Press in New York, the first purchase quantities for which averaged 270 copies per title. In the same period we published 12 Canadian novels at an average first printing of 3750 copies. The capital outlay required to purchase the imported books was \$2524.00 against a capital investment in the Canadian novels of \$43,944. Initial

publication of fiction anywhere is risky; novels in Britain and the United States fail financially in about the same proportions as do Canadian. But in the American and British markets a runaway success is always a saving possibility. Lucrative sales to the movies, to paperback houses, or to book clubs occur in New York and London and a major success can pay for many failures. The Canadian market offers no such offset to risk. A successful book here is a great satisfaction but is rarely a substantial cushion for the unsuccessful parts of the list.

Examples could be multiplied, and in other than purely trading terms. Canadian books tie up not only more capital but more space. An imported book inventory can be largely controlled in relation to predictable need; bought as required, turned over faster, and paid for out of sales. To publish Canadian books at competitive prices often requires the manufacture of three or more years' supply, paid for within a month or two of

delivery. As of December 31st, 1970 we had an average stock of 34 copies spread across 8987 imported titles, against an average stock of 1256 copies spread across 1036 Canadian made titles.

We think this background statement is relevant if only to establish that we have reason to be concerned and are qualified to speak on the problems of Canadian publishing. We have not consciously worked in any public way to make people think of us as Canadian publishers but it is the way we have seen ourselves. And thanks no doubt to enlightened shareholders we have had no difficulty in reconciling British ownership with Canadian responsibilities. In 1967 when it might have seemed natural for us to have published a book to celebrate our activities as so many companies in all fields were doing, we chose as our Centennial Project to set aside \$10,000. for grants to our own staff to travel in Canada. This our shareholders approved without any hint of objection.

In the present crisis of publishing - which is real enough - the accepted view is that Canadian owned houses need help and are alone entitled to it. The assumption back of this is that Canadian ownership of itself guarantees a concern for Canadian life - Canadian values, Canadian unity, Canadian culture, Canadian survival. Our view must be that if this is not merely silly it is a luxury Canada cannot afford. Whoever does good Canadian publishing is to the Canadian purpose and deserves to be supported.

In spite of our policy of attempting to balance risks, we have just completed our two worst years since 1950. We believe the reasons lie between depressed business conditions, changes in educational methods and reduction in educational grants; these in a comparatively small market increasingly eroded by "buying around" and photocopying. We shall discuss each of these points and suggest the extent to which we think they deserve the Commission's attention.

We do not need to describe in detail the effects of deflation. In publishing they may have checked further increase in manufacturing costs but they have not reduced costs, and they have checked purchases. In the result there are now very few Canadian general books that can be published or reprinted with confidence in an edition sufficiently large to permit publication at a price acceptable for the market, that provides any hope of profit. The choice - to overprint or to underprice. This is a normal publishing dilemma but sharply accentuated under present conditions, and a continuation of either course is disastrous.

The basic overhead cost of publishing cannot easily be reduced while maintaining a coherent organization. This means that any shrinkage in sale results in a relative increase in overhead, even if expenses have been held to their former level.

The publishing operation requires so much lead time that adjustments may lag behind the economy. Publishing commitments that could not be

undertaken in bad times may, through delays, fall due in bad times and the possibilities for rearrangement are limited. To cut back a publishing list is like a substantial change of course for a liner under full steam - it takes time.

In recent years in both schools and universities there has been a move away from basic text books towards a much wider selection of related material. Even where texts are required there is now a choice of many texts, and even the many texts may themselves be broken down into unit pamphlets or booklets. In many cases Canadian books are given no preference and are hardly visible. Though we have some reason to doubt the practical value of this approach in the hands of average teachers, we recognize its theoretical virtue.

What neither teachers nor educational administrators are yet in a position to judge, and what publishers are only now fully aware of is the chaotic effect on demand and supply. Educational publishing has often been thought to be easy, given a certain size

of market. This has never been true but with knowledge and experience it was more predictable than general publishing. To assess the need was always difficult, and a job for experts who were also inspired. But to measure the market for a need once it was established was manageable. This is no longer true. Sizes of editions are shrinking, pushing high costs even higher. And the administrative costs (for educators as well as publishers) of handling far fewer copies of many more titles is only now being realized.

The immediate and accelerating result of this system must be the reduction in numbers of Canadian educational books except in such fields as Canadian history - and these are not the preserve of Canadian publishers. Mistakes in judgment, always easy to make in publishing, are becoming easier, and a very few in a field requiring heavy investment of capital can be fatal.

The Province of Ontario has a central place in

all these problems since it constitutes roughly half the book market of English-speaking Canada. It is also the centre for most of the publishing and the allied arts and trades - the Graphic Arts, the book manufacturers. In terms of gross national product these may not mean a great deal - though they represent several thousand jobs and have had no forgivable loans.

The healthiest period for all parts of Canadian publishing coincided with the Ontario Government's decision to give up its publishing function and to encourage the production of Canadian books by Canadian publishers, to provide grants that enabled schools to purchase the improved books, and to increase library grants to enlarge the work of the classroom. And yet book costs have never been more than 1% to 2% of the cost of education.

The decline in Canadian publishing came quickly from about 1967, with the simultaneous reduction

of grants, the opening of lists to much wider choice, including large numbers of American books, and the treatment of textbook grants as part of a general supply grant. This left educational administrators free to purchase expensive machines while making do with old books - sometimes having them rebound for pupils who presumably were not affected by unappetizing retreads, since they knew nothing better.

In April 1969 a group of Canadian publishers sent a memorandum to all Ministers of Education calling attention to a rapidly worsening situation. We may have been thought to be "crying wolf" and we undoubtedly should have spoken earlier. The general response though polite and mildly concerned was comparatively ineffective. To be proven all too correct is a very bleak satisfaction. There is no specific criticism of Ontario policies intended in the foregoing. But the province should be left in no doubt that its actions will be decisive for the health of some aspects of Canadian publishing.

We believe that if to the now strengthened insistence on the intended use of Circular 14 were added the separation of grants (so that there were separate budgets for both text books and library books, and still another budget for audio-visual material), this would accomplish what it is reasonable to ask in support of Canadian publishing in this area. It has been pointed out that the policy of greatly widened choices of texts poses a special problem. Not only are the publisher's expectations from an approved book reduced (at increased risk) but the question of how schools are to make intelligent choices is either unanswerable or in many cases costly beyond reasonable justification. (This problem is in no way peculiar to Ontario). The promotional cost of travelling to show them to all schools, or of showing them to the schools in larger centres and of giving free copies to all is more than any but the most successful books can carry. Under these conditions the prospect of publishing specially for other than the core subjects in the lower grades of school will

become uneconomic for Canadian publishers. If the policy of increasingly broad choice is to be continued - and we recognize its possible merits - the worst results could be avoided if Departments of Education provided each school with at least one copy of all the text and resource books it recommends for that school. The alternative seems inevitable, that within a few years most of such books will be American written and probably American made.

The importance of the library market has always been vital to a publisher with our type of list. The problems of that market in Canada and especially of "buying around" have been described to the Commission in other briefs. We are familiar with the arguments in support of this practice though we do not understand the virulence - carrying almost a suggestion of guilt feelings - with which it is often defended. The fact seems to be that many librarians simply do not believe that the loss of their purchases is significant to Canadian publishers. But this

is one more area in which the users of books will have to answer a hard question: is Canadian publishing not important? If it continues to deteriorate at its present rate it will not be restored in a generation.

In 1969 a group of publishers approached the Minister of Education of Ontario to call attention to the plight of Canadian wholesalers competing at an unreasonable disadvantage with American and to a lesser extent with British wholesalers. The solution suggested then, as now, is that school and public libraries, spending public funds, should spend them in Canada where possible.

That means buying from the publisher-agents who are the designated source or from wholesalers who will buy them in Canada. Safeguards against abuse in either high prices or bad service can be established to avoid the objectionable results that could occur.

The area in which Canadian publisher-agents probably feel most frustration is in the field

of university library buying. We are familiar with the very special problems of university libraries, but we are not satisfied that they really study anything but their own convenience. No one wants to hinder the free flow of knowledge, but how often is that the issue? One prominent university librarian has been quoted as saying "this is a matter of money." The unanswerable argument! And yet he knows that if Canadian publishers contented themselves so easily many of the Canadian books he needs and welcomes would go unpublished. Granted they are a small proportion of his titles but they serve a disproportionate part of his needs. The universities ask a lot (and need more) in the way of Canadian publishing. We for our part need tangible evidence that they respect what we are trying to do, and that they have some sense of our working toward common ends; ends that entitle us to all the support they can provide.

In discussion of Canadian publishing the special problems of the post-secondary educational market

tend at times to be overlooked. This is largely because so little publishing of this kind has been done in Canada. As the Ernst and Ernst report has shown, the field is dominated by American texts. Yet it is obviously most desirable that Canadian texts and works of scholarship should be published for the university and college market. The main obstacles are well known and need not be explained in detail here: they relate to size of market and the fact that Canadian texts are not on the whole acceptable in the U.S. while American texts are readily acceptable here.

We have accumulated a good deal of experience in this difficult sector of Canadian publishing, especially during the last fifteen years, and have found that the obstacles to successful Canadian publishing in the post-secondary market do not affect equally all texts at all levels. In the first and second years of university and college where enrolments are large, certain subjects such as Canadian history or politics or the economics of Canada, in which texts

published for markets elsewhere are not suitable, offer possibilities of sales sufficiently large that good texts can be published at no more than the normal publishing risk. Post-secondary texts which are difficult or impossible to publish profitably in Canada fall roughly into two categories:

- (1) Texts for courses, whether large or small, where Canadian content is not an important factor or not universally regarded as important.
- (2) Texts for courses in which Canadian content is an important factor but which do not add up to sufficient numbers of students across the country to support publication.

In both cases only financial assistance can overcome the problem, but it is neither necessary nor desirable in most instances that assistance should be in the form of outright subsidy designed to remove all risk. First, the objective should be to reduce the risk to a level at which the discipline of the marketplace

still operates. In other words the publisher should lose his own money as well as the government's if he publishes a bad book. Secondly, grants should be repayable through royalties that would come into effect at a certain level of sales.

As has been indicated publishing tends to need more capital than it can easily earn or attract, especially when money is tight. That is also the time when interest rates are high. We shall not labour the case for low interest government loans, which has been made many times, but we do support the recommendation. Whether publishers or governments like it, the health of the publishing industry must be a continuing government concern. Many of the books we need in Canada will neither be written nor published under normal commercial conditions for a long time - and it is far from certain that we have a long time.

Equally, we agree with the view that a system

of loans or investment that does not compromise editorial freedom must somehow be devised. This is not a plea for a general subsidization of publishing, nor do we believe that any government can loan or invest large sums for which there is not some accounting. Criteria can be established for measuring a house's past performance and future proposals, and some board of review can act as watchdog without behaving like a censor.

The head of one of the American houses newly established in Canada said recently that such Canadian books as could make money would be published under present conditions. That is a true statement and not a reprehensible one but we need more than that. There are many good and needed books that can't make money, at least in the short run, but must be published. It is the argument for Canadian content.

In the long run if Canada remains strong and in essential matters independent the publishing problem will solve itself. There is really

nothing wrong with Canadian publishing in English that another twenty-five million Canadians wouldn't put right. Within the recent years the heads of seven houses in Toronto, and one in New York, have been men who learned publishing at Macmillan Canada. The process will go on and the Canadian publishers of the future will be graduates from the American houses we now worry about. The long future will take care of itself if the Commission can help us over the interim period.

APPENDIX

Letters From Authors

65 Woodlawn Avenue West,
Toronto 190,
April 16, 1971.

Mr. John Gray,
President,
Macmillans of Canada,
70 Bond Street,
Toronto.

Dear John,

It seems to me that one of the problems in the present discussion of publishing in Canada is an unfortunate tendency to overemphasize the question of ownership. While this factor is doubtless of significance, it is surely also important to judge a company by its behaviour, by whom and what it publishes.

I have no precise knowledge of the ownership arrangements of your company, but I do know that Macmillans of Canada has never struck me as anything but Canadian in its operations. You have always shown an enormous interest in publishing the works of Canadian authors, and some of the most distinguished Canadian writers have appeared under your imprint. I am thinking particularly of writers like Donald Creighton and Hugh MacLennan. And there are numerous others: Maurice Careless, C.P. Stacey, Margaret Ormsby, William Kilbourn, Roderick Haig Brown, Kari Levitt, André Raynald, F.R. Scott, F.H. Underhill, Vincent Massey, A.R.M. Lower, Tom Easterbrook, Lauren Harris, Robert Finch, James Bayrs, and James Reaney to name only some of the most obvious. This is a list of contemporary authors. One can think of many writers of earlier generations - Lorne Pierce, W.S. Wallace, Sir Robert Borden and John W. Diefenbaker - which surely testifies to the long-standing interest of your Company in Canadian writing.

I have myself been one of your authors, and you already know how much I have appreciated the encouragement that Macmillans has given to me. Until the current discussion began, it certainly never occurred to me to wonder if your Company was a Canadian one. But now having thought about it I must say that in what seems to me to count most - the books you have published - it is impossible to consider Macmillans of Canada as anything other than a Canadian Company, and one that has played a long and generous part in the development of this country's cultural life.

Yours sincerely,

Ramsay Cook
Ramsay Cook.

never became significant until I formed a pleasant association with the English firm which was publishing one of my books.

I do not think anyone could accuse me of being anything but Canadian in my interests, but I am not sure that those interests are best served by a feverish chauvinism. The world of literature is an international one and writers who write in English hope for publication in Great Britain and in the U.S.A. as well as in Canada. There will always be books which are of solely Canadian interest, and many of them will be valuable, but I think that our place in the literature of the English-speaking world must depend on our acceptance by the whole of that world, and the international nature of a number of our publishing houses seems to me to serve that end admirably.

With every good wish, I am

Yours sincerely,

Robertson Davies

John M. Gray, Esq.,
The Macmillan Company of Canada Limited,
70 Bond Street,
Toronto 2, Ontario.

April 15, 1971.

April 15, 1971

John Gray, Esq.
The Macmillan Co. of Canada Ltd.
70 Bond Street
Toronto, Ontario

My Dear John:

Following our phone conversation, I would like to say a few things concerning the situation of the book market in Canada.

1. Any attempt by anyone to put into effect the principle that the Canadian book trade be de-colonized is doomed to failure unless professional bookmen work to make it a reality.

2. The question of "colonization" must be clearly defined. My own definition of it is that Canadians who truly wish to serve this country, and truly understand how to do it, are not "colonial" so long as they are free to act in the best interests of Canada.

3. In the past, the majority, the big majority, of Canadian firms were mere branch plants of English houses there for one purpose only: to make such profit as they could for the parent house. In many respects they served the Canada of that day reasonably well; they furnished us with books we otherwise would not have had. But not only did they do nothing to cultivate Canadian writing, in many cases they did their best to discourage it, as I found out personally.

4. In all my dealings with Macmillan of Canada I felt I was dealing with a firm essentially Canadian. All, or practically all, of the men connected with Macmillan of Canada were dedicated Canadians with broad minds and total integrity. In your own case, I think this has been recognized by the two honorary degrees given you by Mt. Allison and Dalhousie. I have found Macmillan helpful in every way any author could desire. You not only published me, but kept me in print and your recent Laurentian Library is not only an excellent one, but absolutely essential if Canadian books are to be made available to the reading public.

5. In this regard also I would recommend to any government agency that it take positive steps to force such foreign agencies as The American News Co. to distribute in their outlets Canadian books. As it is, they come close to being purveyors of American-made pornography and though they also distribute some good books, they have showed not the least interest in fostering literature even of their own country.

6. In this belated attempt to save something of the wreckage of a Canadian publishing industry, at the very hour when everywhere Canada is developing a distinctive literature, I think every asset we have should be developed. The chief one is existing expertise. I would guess there is a limited amount of that in Toronto and that some foreign based firms lack it. But yours has not, and does not.

7. Finally, I would like to say that we Canadian writers have all too often been damaged by those who should be our friends. Many of our academics speak with absurd patronage of our work and assumed that the very word ~~Canadian~~ "Canadian" is equivalent to second-rateness. I don't think anyone has more resented than I being constantly labelled a "Canadian" writer. Why not say, "A writer writing in Canada?" For I have always been a writer writing in and of Canada who ~~at~~ at the same time was international. I have been translated into 12 languages. *THE WATCH THAT ENDS THE NIGHT* sold in German alone 220,000 copies in hardback over a period of ten years and now is in paperback.

8. This leads to my final point: without such energies as your firm displayed, I don't believe my work would have been as available to the Canadian reading public, with the normal royalty rate obtainable in the U.S.A., as it has been in the American, British ~~and~~ and Swedish markets, and now even in the Polish and Norwegian.

Sincerely yours,

H/L
Hugh MacLennan

JOSEPH SCHULL
ST. EUSTACHE SUR-LE-LAC
QUEBEC, CANADA

42 Eleventh Ave.,
April 16, 1971.

Mr. John Jones,
The Macmillan Company of Canada Limited,
36 King's Quay,
Toronto 2.

Dear John:

In connection with the brief you are submitting to the Royal Commission, I wonder if it would be of any help to record my experience with the Macmillan Company of Canada.

I base it on the hopeful premise that some of what I produced has been of some use. That might in itself be a subject of investigation by another Royal Commission, but anyway - here goes.

Somewhere in the 1950's - I don't even know if you were with the company at that time - I received a letter out of the blue from Hugh Sayrs, your president. He had been travelling in Western Canada and he had heard of a manuscript of mine - a long narrative poem. He invited me to submit it, reported that it had been read and liked by E.J. Pratt, and the result was publication of The Legend of Ghost Lagoon. It was a beautifully produced book, highly unprofitable, and costs must have been doubled because he allowed me practically to rewrite it (without charge) after the galleys had been run.

During the war years I came out with another narrative poem, 'I, Jones, Soldier', which was submitted in embryo form and then nursed along and encouraged to completion by your editors. Whether it should ever have seen the light of day is one question, but it certainly would never have done so without Macmillan.

When I was writing The Far Distant Ships, the history of Canadian naval operations, you were prepared and anxious to publish, and only gave way when it became evident that the King's Printer (with a subsidy) could market the book at about a third of your cost. Later you offered to publish another edition, but at that time copyright could not be released.

It was your steady encouragement, and liberal advances, that led to the writing of the junior historical works, 'The Salt Water Men', 'The Battle for the Rock', 'Ships of the Great Days' and 'The Nation Makers'. It was the same with the Newfoundland novel, 'The Jinker' which you supported with your money and helped

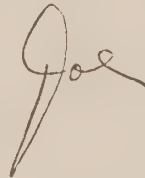
on with advice.

The biography of Laurier was a work of several years, and was only begun at your urging. I had said once that I wanted to do it, but where was the money to come from? It came, in the event, from you.

I had also said, at some other time, that there ought to be another telling of the story of the Lower Canada rebellion. You remembered the remark, pressed the project on me, and it is thanks to your liberal help that the book has now been completed.

There is a good deal more I could say, on behalf of others, for the work I know you have done in encouraging Canadian writing. But this letter is getting long, and I had better let them say it. My own experience, I think, speaks for itself.

Sincerely,

A handwritten signature in dark ink, appearing to be the name "Joe". The signature is stylized, with a large, looped initial "J" and a smaller "oe" following it. The ink is dark and the background is a light, aged paper.

15 Princess Street
Brooklin, Ontario

21st April, 1971

J.M. Gray, Esq.
Macmillan Company of Canada
70 Bond Street
Toronto

Dear John:

As you know, I am very anxious to preserve the independence of Canadian publishing and to protect it from possible takeover by American capital. Yet I am not at all sure that it would be wise to attempt to gain this end by a simple legislative exclusion of "foreign" interests. The matter is made more complicated than that and remedial action must be appropriately discriminating.

I think I can explain my point best by a brief reference to my own experience. I have had dealings with three "Toronto-based" publishing houses; your own firm, the Macmillan Company of Canada, the University of Toronto Press and McClelland and Stewart Limited. The last two firms are, as you know well, wholly owned and controlled in Canada; your own is a subsidiary of an old British publishing house. If, therefore, ownership is the sole criterion of Canadianism, the U. of T. Press and McClelland & Stewart are Canadian, and Macmillan of Canada is not. Yet this sharp distinction is obviously quite invalid. Your firm seems to me just as "Canadian" in spirit, aim, and direction as either of the other two. It has catered to Canadian needs and specialized in Canadian interests just as much as they have. It has to its credit a list of Canadian publications as long and distinguished as that of any firm in Canada, and far more impressive than most. It has been able to do all this, as you know far better than I do, because Macmillans of London have granted their Canadian subsidiary a very large measure of autonomy and because Canadians like yourself have largely determined its policies and guided its growth.

I am very anxious to see more Canadian-owned publishing houses; but Canadian ownership is not by itself a conclusive proof of Canadianism any more than it is of excellence.

Yours sincerely

Donald Creighton



ONTARIO

ROYAL COMMISSION ON BOOK PUBLISHING



BRIEFS

to the

ROYAL COMMISSION ON BOOK PUBLISHING

MAY 11, 1971

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

THE BOOK SOCIETY OF CANADA

MAY 11, 1971

The Book Society of Canada

Limited

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4386 Sheppard Avenue E., Agincourt, Ontario

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BRIEF

submitted by

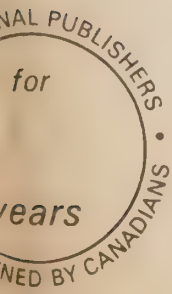
THE BOOK SOCIETY OF CANADA LIMITED

to the

ONTARIO

ROYAL COMMISSION ON BOOK PUBLISHING

May 3, 1971



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1. INTRODUCTORY SUMMARY

The Book Society of Canada Limited is a wholly-owned-in-Canada publishing house specializing in the publication of educational material for Canadian schools up to the level of junior or community college. Although a few of our titles have a trade sale as well, our criterion is that we undertake nothing for which there does not appear to be an educational market.

The Book Society of Canada Limited depends for its independence on indigenous publishing. We have owed our start to support by agency books (e.g. the support of a sales organization), but we owe our stability to what we ourselves have published which cannot be taken from us at almost a moment's notice, as can agencies of many years standing through no fault of the Canadian agent.

Canada is the only dependable market available to the indigenous publisher. The international firm controls its books from each country in which it is established and publishes, and can offer them for sale where there is a market. The indigenous Canadian publisher is sure only of his own titles, and especially in educational publishing he lacks a ready market outside Canada.

The Book Society of Canada Limited has not access to the large volume sales available to the international publisher which enable him to sell in Canada, books that are highly ornate but educationally no more valuable than those published in Canada. Unlike many foreign-controlled publishing firms, the Book Society has not the financial support of a large corporation and lacks access to the risk capital needed to enable it to compete on an even footing with foreign-controlled publishers.

In addition, the Canadian market for indigenous educational materials has deteriorated (dramatically since 1968) by implementation of changes in education philosophy affecting the use of texts and supplementary

materials, the widespread reduction in budgets for books, a vast increase in the amount of photocopying of copyright materials done by schools, and the incorporation in Canada of many United States firms previously not active except through agency arrangements.

The educational (elhi) publishing business is in difficult times in Canada. Moreover, the indigenous house is at a competitive disadvantage vis-a-vis foreign branch plants established here. We like the business we are in and have so far not considered overtures from foreign companies to sell. If public funds are to be made available to firms facing bankruptcy, we believe that help should be offered to those companies which have conducted their affairs in a prudent, business-like fashion, but that could publish many more Canadian books if additional capital were available.

It is not the purpose of this brief to discuss in detail many aspects of the publishing industry that are adequately dealt with in other briefs, but to confine our discussion to matters particularly affecting the Book Society's interests. Similarly, our recommendations deal specifically with those matters that affect the conduct of our business. Members of the firm have been interested in and active over the years in many aspects of the book business and some of these interests are put forward to the Commission in the briefs of the Canadian Book Publishers' Council, the Canadian Copyright Institute, and the Canadian Educational Publishers' Group.

2. HISTORY AND PUBLISHING PROGRAM

The Book Society of Canada Limited was incorporated in 1945, and opened for business in 1946. At the outset, its business consisted almost entirely of selling imported books to schools and school libraries.

The development of a Canadian list began almost right away. A list of 85 active publications that have sold in excess of 5,000 copies is filed with the Commission as a Confidential Memorandum. Book Society publications total over 200 titles to date.

The list of books by Canadian authors published in Canada by the firm grew during the 1950's and 1960's, very substantially assisted, we believe, by the authorization policies of the Ontario Department of Education; Reading Skills texts, Social Studies books, a Spelling series, High School English Composition and Literature, among others. This publishing program enabled the firm to reduce its reliance on agencies. A coinciding loss of a couple of important agencies led us to increase our publishing program to the point that by 1964 80% of our business was in our own publications - a healthy, independent and modestly profitable position. By 1967 the Book Society was employing 20 people in its own operations, as well as buying most of its product from Canadian suppliers; artwork, typesetting, paper, printing, binding. The great stimulus to publishing given by Ontario's lead in encouraging Canadian produced books by its authorization and stimulation grant policies also resulted in the great expansion in Canada of many foreign-owned firms, and these gave increasingly effective competition to those firms already established.

The situation today is very different. Since 1968 we have published 62 titles (some of them short works) and many of our previously published Canadian books are selling as well as our new publications, indeed are getting their share of new authorizations in provinces where they have not previously been listed. Despite this, the dollar volume of Canadian books sold in 1970 was little more than half that of 1968. Our total sales in 1970 were very close to the 1968 figure and the difference has been made up by sales of imported (mostly U.S.) publications for which we are Canadian agents.

Continued

During this period, our sales effort and expenditure has increased, but we have had to economize on office and editorial staff.

It should be noted that we are glad to have the agency books to sell - without them we could not have maintained our organization - and we have set a high standard as to what we would import with our reputation with our educational customers a prime concern. Those agencies that we have taken on in recent years have approached us; we have not actively sought agencies. Unlike some trade publishers who admit to giving terrible service to their customers, ours has been consistently excellent, with almost every order shipped within 24 hours of receipt.

This selling of fewer copies of more titles means that almost none of our recent publications is breaking even. Far less money is going to Canadian authors in royalties (our 1970 royalty account was little more than 50% of that of 1968), and less Canadian paper, printing and binding is being purchased. The work of fewer Canadian artists is being utilized. Our increased dependence on foreign agencies for our livelihood is not compatible with our wish to retain the status of a strong independent Canadian publisher.

3. THE ELHI MATERIALS MARKET: THE CURRENT SITUATION

(i) Increased Foreign Competition

During the last several years, many U.S. firms previously not active except through agency arrangements, have incorporated in Canada. Many of these are now branches of multi-national corporations which can make available to their Canadian subsidiaries sums of money for capital outlay. These firms have vigorously promoted their foreign publications in Ontario schools with the result that the market is greatly reduced for those firms already

established. This has contributed to the reduction in money available to be spent on Canadian-published books. Whereas the Book Society of Canada has experienced considerable difficulty selling its publications in the United States until their Canadian origin had been concealed (see 4. EXPORT below), the U.S. book has been generally favourably received by Canadian educators. In the sciences, and to a lesser degree, mathematics, there has been a tendency to assume that the U.S. publication is superior. Canadian educationists have been dazzled by what they suppose to be the scientific superiority of the U.S. book, citing figures of millions of dollars of public funds spent on research. Few apparently know that the large part of the money reputedly spent on "research" went for teacher upgrading (including expenditures for accommodation, travel, and beverage alcohol) and the results are not always to be seen in the books themselves.

(ii) Educational Change

a) Paedagogy

It is not our purpose to comment on the desirability of those changes in educational philosophy that have resulted in the change in buying habits for educational books from the purchase of substantial quantities of certain basic text and reference works to the present practice of purchasing fewer copies of many more books.

The effects on Canadian publishing are serious. Books that are costly to develop and priced competitively are not selling in class-set quantities to the extent necessary to make them economically viable Canadian productions. Many of the titles that we have for sale in Canada from U.S. principals are selling as well - with the aid of our best sales efforts -

as many of our indigenous books. This is fortunate for us as a corporate entity, because we need turnover, but it would be much more to our interests to be selling more copies of our own publications.

It is not only in Ontario that this occurs. One book that is in 1971 being authorized in a western province after three years of curriculum committee study is a case in point. The course for which it is authorized is optional. Our book is authorized along with others for one of these sub-options, and will be issued to schools on the basis of one book per five students who elect the sub-option. Our 1971 order is 600 copies. The educational theory behind such a system may be faultless and in the best interests of the student and teacher. We suggest that it is significant and not surprising that the other books authorized* for that course are foreign publications that have had their financial success outside Canada. How could it be otherwise?

b) Grant Structure in Ontario

In 1969 the stimulation grant which was given when it was spent on books listed in Circular 14 was discontinued and the amounts previously earmarked for books put into the general grant. Sales of educational materials to Ontario schools fell off immediately. We have indications from many sources that a substantial amount of the funds thus freed from specific allocation are being spent on copying of copyright materials that are available for purchase, by photocopying and other means.

*Unofficial information, list not yet available.

(iii) Copyright Infringement

On page 164 of the Economic Council of Canada: REPORT ON INTELLECTUAL AND INDUSTRIAL PROPERTY, January, 1971, it is recommended that:

"We would prefer a more positive and comprehensive solution ...for the fast and convenient delivery of non-infringing photocopies and other short-run, produced-to-order printed materials...[the facility that would produce them] would be expected to make its way by offering good service to consumers and enlarged markets (notably markets for parts of works) to authors and publishers. Thus the basic strategy would be to supplement and improve the existing system of distributing printed products in a manner that would pick up royalties in the process, so that private economic interest rather than a vast new enforcement mechanism would keep infringement within tolerable bounds."

And on page 165:

"...there seems no essential reason why, when short-run photocopying is clearly the best way of meeting some urgent consumer demand, the publisher should not undertake to provide this service, on a remunerative basis to himself and the author, either on his own or through the intermediation of some network facility such as we have outlined. Delivery could be directly by mail from the publisher or through some bookseller..."

The Commission will be interested in knowing that in 1967 the Book Society began publication of a series entitled SEARCHLIGHTS which undertook to answer for secondary school English literature the need that this recommendation identifies. We have published in separate format some 85 pamphlets from four to thirty-two pages, containing short stories, essays, one-act plays, radio, T.V. and film scripts, and short poems. The idea is that the teacher, instead of buying a number of anthologies where the selection has already been made, can make up his own anthology by selecting those literary items that will actually be studied by the class, taking into account the interests and abilities of the class. We have produced them inexpensively; an average short story SEARCHLIGHT is 2,720 words and sells for 10¢, the longest, selling for 40¢ is 20,050 words. We have provided a teacher's commentary free

for each item so that a teacher's guide can be made up specifically to cover those selections being taught. All titles have been kept in stock at all times since they were published, and orders are shipped the day they are received.

The SEARCHLIGHTS series has been commended by senior educators and teachers alike from coast to coast. We have heard nothing but praise for the concept, the paedagogy, or the content of SEARCHLIGHTS.

Despite its acceptance, ready availability and the low price, SEARCHLIGHTS are being heavily photocopied even by schools within a few miles of our office. It is difficult to get statistics, but indications are that far more copies are being used that are being illegably copied than that are bought from us. Almost without exception, the copying is costing the taxpayer more than purchase would, and even with the best equipment, the product that the student is required to use is inferior to the commercially produced SEARCHLIGHT. Our costs in connection with the series' editorial and production efforts are estimated very conservatively at \$150,000. Total sales from 1967 to date have brought a return of \$57,000 gross.

SEARCHLIGHTS is a series that has been published in response to a Canadian educational need, and its publishers have been praised for their contribution to Canadian education. The taxpayers of Ontario are paying to enable their children to use them, and are paying too much.

A typical response when an educator is asked why he copies when it would be cheaper to buy is: "I have a limited budget for books, but I can use the Xerox as much as I like".

4. EXPORT OF CANADIAN BOOKS

Elementary and high school Canadian publications are difficult to sell outside Canada and particularly in the U.S. Whereas the U.S. elementary and high school textbook comes into Canada freely and is readily accepted by educators, it is our experience and that of other Canadian publishers who have made a serious effort in the U.S. that the Canadian textbook does not receive a similar welcome south of the border until evidence of its foreign origin is removed.

This is evidenced in various ways. The U.S. publisher that has taken many of our books has reported that frequently our titles on display (at an educational conference) will be picked up by educators, then put down unopened when the word "Canada" is seen in our company name. Our Director of Sales has called on New York schools with our agent's representative. When he presented the (original) Canadian edition of a book instead of the U.S. edition, he was told, "We can't use that - it's Canadian". Once the Canadian origin is camouflaged (a U.S. edition bearing a U.S. publisher's name) many of our books have sold very well south of the border. To date, 26 of our titles have been re-manufactured in the U.S. by U.S. firms acting as our agents, or substantial editions purchased.

The U.S. Manufacturing Clause has worked a major hardship both to us and to Canadian papermakers, printers and binders. Books first published before Canada's adherence to the Universal Copyright Convention (U.C.C.) took effect on August 10, 1962, have had to be completely re-manufactured in the U.S. to retain copyright. In the case of our WORDS ARE IMPORTANT series, this has meant 5 million copies to date manufactured in the U.S. instead of in Canada. Apart from any other considerations, the combination of the U.S. editions with our 2-1/2 million Canadian sales of the same series would have given the Book Society of Canada and Canadian printers very advantageous print runs.

Continued

Today books that contain a substantial contribution by a U.S. national, or a Canadian resident in the U.S., are subject to the provisions of the Manufacturing Clause. We are currently considering a manuscript written by a Canadian employed at O.I.S.E. His plans to spend the next two or three years teaching in the U.S. are giving us concern.

Because of the very considerable success that our books have had in the U.S., we made plans in 1967 to incorporate there with another name, and proceeded to the point of getting a name officially approved, obtaining printing quotations from local suppliers, making arrangements for warehousing, billing and shipping services in Buffalo, and planning mail promotions. However, the amount of capital that was required to launch the U.S. firm because we would have had to print editions of each title we wished to sell (in order to disguise their Canadian origin) was beyond our means, taking into consideration an ambitious publishing program in Canada. With the deterioration of the market for Canadian books since then, the prospect of us being able to proceed with the project has been further diminished.

It is our experience that many Canadian elementary and high school textbooks will sell well in the U.S. if intelligently promoted, and their Canadian origin camouflaged to overcome the provincialism of U.S. educators. If we had had the resources in 1967 to implement our plans, it is likely that we would today have a strong U.S. subsidiary that could assist the (parent) Canadian operation. It is our view that the most effective way to redress the imbalance that exists between foreign-owned firms that are diluting our market with their products is to operate profitably in theirs. We look forward to the day when we will have the necessary capital to undertake this project.

5. RECOMMENDATIONS

This firm began operations and has grown by the investment of private capital* and the efforts of its employees, and has never received preferential treatment of public help of any kind. We are not suggesting that hand-outs or government financing are desirable in a free enterprise economy.

However, as we have shown above, the Canadian-owned publisher of educational materials is in an unequal situation vis-a-vis his foreign competition. His prospects in the U.S. market for elementary and secondary school books do not parallel the access that the U.S. publisher has to the Canadian market. The Canadian market is being eroded by photocopying and reduced by the tendency of educators to buy a few copies of a large variety of materials. If it is in the public interest to help other firms in severe difficulties, we submit that it is equally, if not more, in the public interest to enable a firm that has curtailed its publishing in order to avoid financial disaster, to again produce a full complement of Canadian educational materials in competition with foreign firms established here.

The controls proposed in the interim report of the Royal Commission on Book Publishing to secure the public interest in the money to be lent to McClelland & Stewart are not acceptable to a firm not in similar dire straits. We understand, however, the desire of the Commission to recommend measures that will take into consideration the public interest in monies advanced, and to this end we propose two possible plans.

1) Forgiveable Loans

The Ontario Government has in the past made forgiveable loans to industries in designated areas of Ontario with the purpose of providing more jobs. We suggest that this, mutatis mutandis, may

* The accumulation of working capital for a small business is going to be much more difficult if the Federal Government's White Paper recommendations, increasing the rate of tax on the first \$35,000 profit, become law.

be a useful model. The area of need is the Canadian-owned educational publishing industry. Corresponding to new jobs would be Canadian educational books published by Canadians and available to Canadian educators and students in competition with the tremendous amount of foreign material being offered in Canada. The necessary performance on the basis of which the loan becomes forgivable would be the publication of such books. We understand that industries that have not in fact fulfilled the conditions of their loan in providing jobs have in some cases been required to repay the money loaned. This model should apply; if well-produced Canadian educational books are not published, the money would be returnable. It is admitted that this plan assumes the competence of the firm receiving the grant to perform. We submit that the record of The Book Society of Canada Limited merits this confidence. (It should be noted that the publication of such Canadian books will create employment in the paper and book manufacturing industries, and for Canadian artists.)

2) Pre-publication Initial Expense

We suggest that the amount of money invested by a Canadian-owned publisher in the development of materials by Canadians especially designed to serve Canadian educationists and students is an objective indication of that firm's faith and courage and commitment to Canadian elhi educational publishing. During the last ten years the Book Society of Canada has invested \$300,000.00 in typesetting, artwork, prepaid royalties, film preparation costs. This figure does not include any manufacturing (plates, paper, printing, binding, etc.) and no part of the salaries of our employees or the firm's overheads. The salaries of those involved in editorial and production functions for the same period is conservatively calculated to be an additional \$500,000.00.

Continued

It is our view that the commitment of funds to the development of Canadian educational materials is the best index of a publisher's contribution to educational publishing, and is probably the most accurate indication available of past performance and plans for the future.

Financial commitment to the development of new educational materials might be the basis for determining the amount of a grant or loan. If a loan, it should rank pari passu with other debts of the company.

THE BOOK SOCIETY OF CANADA LIMITED - INTERIM BRIEF

The Book Society of Canada Limited expects to submit a comprehensive brief shortly. However, we have studied carefully the Interim Report of the Royal Commission on Book Publishing, dated March 23rd, 1971, and are very concerned about the unfair competitive advantage that an implementation of the recommendations in the Report would give to McClelland & Stewart. We ask that the Commission reconsider those recommendations intended to provide "prudent safeguards" in the light of the concerns expressed below.

1. We believe that the controls that it is proposed to provide to protect the public interest in the investment to be made in McClelland & Stewart will lead sooner or later to special consideration being given to McClelland & Stewart publications by curriculum and/or purchasing authorities.
2. Even if the O.D.C. refrains from exercising its right to elect directors to the Board of McClelland & Stewart as outlined in paragraph (b) at the top of page 4 of the Interim Report, and also refrains from exercising its right to convert the debentures into a controlling number of treasury common shares of the company as suggested in the fourth paragraph on page 3 of the Interim Report, the probability of special treatment still exists.
3. Publishers of educational materials produce texts and related materials which they submit to the Ontario Curriculum Section for evaluation and listing. If, during the currency of the debentures, a McClelland & Stewart publication fails to receive the sought-after approval, it can be anticipated that a Member of the Legislature will enquire in the House as to why the publication was not listed. If the answer is that the book was not suitable, then the Minister responsible will be asked what measures are being taken to protect the public's investment in McClelland & Stewart. Alternatively, the book will be listed. A major concern of civil servants is to avoid embarrassment for their Minister. One can confidently predict that all McClelland

& Stewart relevant publications for which Curriculum Section approval is sought, will be listed. There have been instances of listings of certain books being very much delayed to give other books a competitive advantage. Even a listing on a circular in advance of competitive listings can be a very great advantage.

4. A competitor of McClelland & Stewart in which the government has not an interest would have no similar recourse. The Book Society of Canada can much more equally compete with Ryerson Press, owned by McGraw-Hill, than with McClelland & Stewart subject to the control of the Ontario Government.
5. It is to be anticipated that McClelland & Stewart would have another great competitive advantage in that educationist-authors and others would give preference to McClelland & Stewart since they would assume that listing of their publications would be assured. As well as competing for authors with wealthy international firms, the indigeneous Canadian publishers would have to face this additional unfair competition.
6. It would be regrettable if the emotional furor surrounding the McClelland & Stewart affair were to lead to what could easily become a form of monopoly, harmful to firms that have conducted their affairs in a businesslike, if unflamboyant, manner. Such a sequence in Ontario would be particularly regrettable, since the province of Quebec already has a major financial interest in a publisher of educational materials, and Manitoba is consummating a deal offering large financial aid to a new publishing firm as a condition of setting up business in that province. If Ontario's action in this instance led to business favouritism such as is anticipated in Quebec and Manitoba, who can say where similar paternalism will stop, and we could have the competitive educational publishing business harrassed by the presence of favoured firms in many provinces. Already the tendency, obvious in the past in several provinces, to give preference in the authorizing of books to favourite sons, is discouraging enough.

7. We believe that the public interest and the requirements of McClelland & Stewart can both be served best by making the necessary money available to the firm in return for paper security, to rank with other loans to the company, but without the provision for O.D.C. directors, or the conversion into controlling shares of the company. The prospect of the loss of \$961,000 of taxpayers' money is much less serious than the damage that might be done to other Canadian-owned publishing firms by McClelland & Stewart's finding itself in a preferred position, to say nothing of the interests of teachers and students who might be required to use materials that would not otherwise have been chosen.

8. Notwithstanding the statement that the Interim Report is made without prejudice to further recommendations that the Commission may offer, we submit that it will be very difficult for the government to make money available to The Book Society of Canada Limited and other Canadian-owned firms on terms less stringent than those offered to McClelland & Stewart. Our full brief will demonstrate how indigenous Canadian firms are at a competitive disadvantage vis-a-vis foreign branch plants established in Canada, and will suggest that financial assistance to help redress the imbalance is in the public interest.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

TORONTO PUBLIC LIBRARY BOARD

MAY 11, 1971

TORONTO PUBLIC LIBRARY BOARD

BRIEF TO THE ONTARIO ROYAL COMMISSION ON PUBLISHING

The Toronto Public Library Board would like to take this opportunity to present to the Ontario Royal Commission on Publishing, certain observations dealing with the problem of use and distribution of publications of Canadian authors. For 88 years the Toronto Public Library Board has stimulated the distribution of printed materials to residents of the City of Toronto through its consistent policy of buying Canadian writing and making the product of Canadian authors, whether published by Canadian publishers or not, available through the branches of the Toronto Public Library system.

The Library Board has sought over the years to co-operate with Canadian publishers and writers and has used whatever resources of staff and collections which it has had at its disposal to further the appreciation of Canadian writing. For a period of 27 years, from 1921 to 1948, the Toronto Public Library Board prepared and had published the only comprehensive annual list of new works by Canadian authors or of Canadian interest. Beginning in the 1930's, the Board began to publish, annually, lists of new books recommended for reading, always including those of Canadian content and by Canadian authors. These lists continue to be issued to this day. In the 1950's it prepared and published an index to the contents of Canadian business and periodical publication, which was later partly incorporated in the Canadian Index of the Canadian Library Association. From 1965 to 1968 it undertook a program of reprinting many rare out-of-print Canadian books in both English and French.

The above are only a few among many examples which might be cited of the way in which the Toronto Public Library Board has attempted to further the awareness of those in the community which it serves concerning Canadian writing and publishing.

In the recent survey "The Canadian Book Industry" published in 1970 by the Department of Industry, Trade and Commerce in Ottawa, it was pointed out that the major problems of the book industry in Canada include the following: a limited local demand for books; the significant amount of imported books which are bought and used in Canada; the very low volume of Canadian books exported and the differences in the markets served by the English language book publishing industry on the one hand and the French language book publishing industry on the other. The report made an important point in showing that the French language and the English language publishing industries of Canada are different entities. Some of the differences among others which it pointed out are: the tariff protection offered the French language industry; the purchasing methods employed by the Provincial Government in Quebec; the different roles of the Conseil Supérieur du Livre and the Canadian Book Publishers' Council; the differing philosophies in promoting sales to export markets.

Because of these differences between English language and French language publishing, and because its experience is largely, but not exclusively with English language books and other forms of published materials, the Toronto Public Library Board is only addressing itself to the problems of English language publishing in Canada.

The Library Board would like to draw the attention of the Commission to the number of new Canadian books which appeared in 1969 as recorded in the annual census of Canadian literary works. Out of the total of 2034 books and 223 pamphlets which are recorded as first editions for that year, there were only 41 Canadian children's books and 25 Canadian pamphlets of children's material.

This matter of Canadian children's books is one which the Library Board feels should receive particular study by your Commission. It is unfortunate that the field of children's literature is not one to which Canadian publishers have paid any significant attention over the past decades. The fact that books for Canadian children are largely imported and that children's writers in Canada are practically non-existent is in marked contrast to the situation in most other countries of the world. There is also a marked contrast in the situation between English Canada and French Canada, since the development of children's book publishing and authorship for Children has received particular attention on the part of the Government of the Province of Quebec. Children's books are not alone in being neglected by Canadian writers and publishers.

At a recent workshop which the Toronto Public Library Board held dealing with the subject of materials for adult basic education use, it was repeatedly emphasized that there were few Canadian materials dealing with this topic. Practically all books had to be ordered from the United States. At a time when Canada is attempting to provide for the integration of many thousands of adults into the country, as well as the explanation of the lives and customs of citizens in one part of the country to citizens in another, it is regretted that English Canadian publishing firms have not seen fit to supply adequate materials.

A third area with which the Toronto Public Library Board has had experience is in providing out-of-print Canadian materials to serve the basic requirements of reference and scholarship. A current list of out-of-print items of basic Canadian content lists over 60,000 separate titles. These are works which although not all produced in Canada, have definite value in depicting the life, the manners and customs of this country. The fact that these works are practically unobtainable in the ordinary course of daily life, and that they can only be purchased at considerable expense, and at rare intervals, points to a very significant lack in Canadian publishing.

A final area^{to} which the Library Board would like to draw the attention of the Commission is the almost complete absence of regularly published and cumulated indexes and guides to the contents of Canadian periodicals and other publications. It is a matter of fact that the only Canadian newspaper which has published an adequate index to its contents for the past ten years is Le Devoir in Montreal, and that there are no indexes available to the contents of any English language Canadian daily newspaper.

Many other briefs will comment on other factors which are of concern to libraries in dealing with Canadian publishing. The Toronto Public Library Board would like to limit its presentation to several matters which it considers may not be brought to the attention of the Commission, but which it thinks are of particular significance both now and for the future.

The Library Board would point out the rapidly changing nature of publishing in other countries of the world, particularly in the light of development of the/machine readable data and information systems. These are a form of publishing, although not a traditional form. The Toronto Public Library Board has yet to learn of any efforts being made by Canadian publishers to produce information on Canadian topics, or other topics, in order to balance the importation of foreign information systems in machine readable form. The distribution of machine readable data will be of considerable importance in the days to come. In view of the interest which has been shown in a number of other countries in developing its distribution and production, the Toronto Public Library Board would direct the attention of the Commission to this matter and trusts that it will not be neglected in your study. If the Library Board can offer any assistance in your study of the use and production of machine readable information and data, we will be very glad to do so.

A final area which the Commission might be interested to consider is that of remuneration to Canadian authors and translators based on the

made of their work in Canada. The practice in a number of Scandinavian countries whereby compensation is provided to translators, authors and writers based on use as reflected in public library statistics is something which might be of interest to the Commission. Since it is not possible to subsidize all equally, translators and authors/it might be more practical, as other countries seem to have found, to make it possible for those authors whose works are used most, to benefit other than by the kinds of royalty payments which they secure through outright sale. Such a system means that when an author's work is referred to and used in a public library it is possible to compensate the author in direct proportion to the amount of use made of it. The Toronto Public Library Board would be glad to co-operate with the Commission in the development of any scheme where public libraries were used as a basis of such an author's return system.

On more general questions, the Toronto Public Library Board would support the recommendations in the recently published "Report on Intellectual and Industrial Property" of the Economic Council of Canada in those sections where the Council deals with the role of innovation, information and knowledge in Canada, and on the future of copyright in Canada. The Library Board fully concurs in the statement in the report that Canadian users require greater access to materials from abroad, and that Canadian readers should not have to subsidize, by means of artificially inflated prices, the Canadian book publishing industry which now imports such materials under private licence. Similarly the Library Board concurs in the recommendation of the Economic Council dealing with the need to make photocopies for individual use as freely available as possible. The Library Board, like the Economic Council Report, does not believe that the use of the modern copying machine for individual purposes is a matter which should be legislated against.

The Library Board is also in agreement with the recommendation of the Economic Council Study in its statement that libraries and other organizations

ch use computers to search and distribute information should have the same
nts to do so as uncomputerized libraries which buy copies of works in the
inary way and place them on their shelves. The Toronto Public Library
rd does not feel that it should have to obtain any special permission in
er to add machine readable information to the existing range of mechanical
s used to make knowledge and data available to the public. Without going
o all the questions in this brief, the Toronto Public Library Board would
e that the Commission support through its recommendations the production of
adian materials for the multi-media age that is dawning, and aid libraries
secure greater access to Canadian materials from the Canadian publishing
dustry.

In conclusion, the Toronto Public Library Board would hope that the Com-
ssion would agree with it that the role of the free public library over
arly a century in Canada has been an important force in the advancement of
nowledge and the development of Canadian writing and culture. Making know-
dge accessible without a specific user charge for each book or portion of
e material required is a way in which society makes it possible for the
dest possible number of citizens to share in and enjoy the use and advantages
human knowledge. The Library Board feels that the basic methods of operation
the free public libraries in making knowledge available to citizens should
strengthened and when so strengthened will be of continuing advantage to
e Canadian user.

Dr. E. T. Guest,
Chairman.

H. C. Campbell,
Chief Librarian.

rch 31, 1971.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

THE CANADIAN NATIONAL INSTITUTE
FOR THE BLIND

MAY 11, 1971

Submission to:

ROYAL COMMISSION ON BOOK PUBLISHING

ONTARIO

This brief traces the development of publishing for the blind and indicates unmet needs for reading materials.

The publication of books and periodicals in a form that blind people could use met with indifferent success until the introduction of the Braille system in mid-nineteenth century. In more recent times technological development has played a major role in making increasing amounts of materials available to blind people so that today they can strive for the highest of educational goals, pursue professions and have access to recreational reading. Research and development work going on in Canada and elsewhere holds the promise that ultimately all materials published will be accessible to the blind.

A library for the blind was established in Canada in 1906 by Mr. E. B. F. Robinson who began circulating embossed books to blind people throughout Canada through the mail. The library was known as the Canadian Free Library for the Blind. In 1918 the members of the Library Board, recognizing the fact that blind people needed additional services, founded The Canadian National Institute for the Blind. The Canadian Free Library for the Blind became one of the departments of the new organization. The library continued to circulate embossed books and with the development of the long play record, added books in recorded form in 1936. These came to be known as Talking Books.



Talking Books on disc recording were in use by the Library until, in 1962, developments in tape recording made it desirable to convert to that medium. Talking Books are now issued on cassettes, each with a potential of twelve hours playing time. These cassettes weigh seven ounces and are about the size of a man's hand.

The embossed books circulated are of two kinds - Braille and Moon Type. The Braille system is based on a six dot cell, the cells being two dots across and three down. Combinations of dots are used to form letters. There are sixty-three possible combinations of the six dots. All are used. In the literary Braille code, symbols not required for letters of the alphabet and punctuation are used singly and in combination with other symbols to represent letter groupings. These signs are known as contractions. In an effort to further reduce the size of Braille books numerous word abbreviations are used. The contractions and abbreviations tend to make Braille a complicated system. It usually takes two years for an individual to become a competent Braille user. Average reading speed is 90 w.p.m. though a good Braillist can read at 120 w.p.m. or higher.

Moon Type is an archaic form of embossed printing for the blind. It consists essentially of an adaption of the Roman alphabet. Contractions and abbreviations are also employed with Moon Type, though to a much lesser extent than Braille. It is possible to learn to use Moon Type within a few weeks. Disadvantages of the system when compared with Braille are that Moon books are much bulkier than Braille books and reading speeds are much slower, being as low as 60 w.p.m. In addition, Braille may be written by a blind person as well as read. It is not possible to write Moon Type unless

one has access to complicated equipment. Moon Type is used now by only a few elderly people in Canada. As of December, 1970, 4,060 readers received Talking Book library service; 712 readers used Braille and 17 readers used Moon Type.

The use of Talking Books is increasing rapidly. It is anticipated that within three years one quarter of Canada's blind population of 28,000 will be using Talking Books. The numbers of readers using Braille remains fairly constant although there is a slight increase over the years. Books in Moon Type acquired by the library are purchased from the Moon Society in Great Britain. Braille books are purchased from sources in Great Britain and the United States, at a cost of \$3.00 to \$4.00 per volume. Due to the space requirements of Braille, most books are in several volumes. Hugh MacLennan's "Return Of The Sphinx" requires four. Our longest, World Book Encyclopedia, is in 145. Braille periodicals and books are published by the library in both French and English. An additional and a significant quantity of Braille materials are made available to the library by 170 volunteers who have learned Braille and transcribe single copies of books. These copies are held in the library and become masters for making duplicates on plastic through a thermal vacuum forming process. Books supplied by volunteers consist in the main of text books used by blind high school and university students.

English language Talking Books are acquired almost exclusively from the United States. There the Library of Congress has books recorded for its books for the blind and physically handicapped programme.

Disc recording is the principal medium for the Talking Books in the United States, though it is supplemented by tape recording. The Library of Congress acquires 1,000 to 1,200 copies of a book in disc recorded form. CNIB's library acquires one copy, duplicating it on tape recording. Since the cost of preparation of a book is spread over copies issued, we are able to purchase the material for 50¢ per recorded hour. The cost of preparing a book for recording varies with its length. A book of nine hours reading time costs in the neighbourhood of \$1,500. English and French materials are recorded in Canada and some recorded French books are secured from France.

For the preparation of text books in recorded form the library again calls upon the services of volunteers. In 1958 Mrs. J. B. Moody began the production of large print materials using volunteer typists and later transferred to the Xerox process to enlarge the print from a conventional book. The books Mrs. Moody produced were for grade and high school students. These books were paid for for the most part by the Departments and Boards of Education. In 1967 Mrs. Moody joined the staff of the library and the production of large print materials became a function of the library.

Since books acquired for general circulation come primarily from sources abroad, the Canadian content of our holdings tends to be low. Books by Canadian authors are at times issued in Braille and in Talking Book form in Great Britain and the United States. These are, however, usually taken from editions published by firms in those countries. A few books have been issued in Braille

and recorded form by this Institute. One percent of our holdings in Talking Books are by Canadian authors. Three percent of our holdings in Braille are by Canadian authors. The books in Braille, on tape recording and in enlarged print being produced for students consist principally of books published in Canada. Throughout the years we have always experienced the utmost courtesy and consideration from publishers in Canada in granting us the use of copyright free of charge. We would like to express special appreciation to MacLean-Hunter Limited. With their permission, MacLean's Magazine is issued monthly in Talking Book form. We hope that additional periodicals of Canadian origin will be added soon to the materials offered by the library.

The Talking Book, combining the skill of the writer with the artistry of the professional reader, is a magnificent medium for recreational reading. Tape recording is widely used for informational purposes. Braille is essential for the study of music, mathematics, the sciences and foreign languages. Though much Braille is produced, more is needed. Experimental work is going forward in an effort to apply the computer to the production of Braille. Indeed, some books are now published with computer intervention.

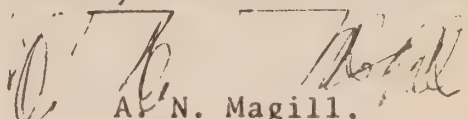
In an entirely different vein, research work is being carried out on reading machines for the blind. These machines scan the printed page and give the user either an audible or a tactile signal. Today the machines are complicated to use, with the tactile or audible codes difficult to learn. Reading speeds with the machines are now restricted to 30 to 40 w.p.m. There is

evidence, however, that within the next three to five years the codes will be simplified and permit reading speeds of up to 80 w.p.m. or higher. The kinds of type the machines can recognize are limited, though through increased sophistication the machines are becoming more versatile. We are looking forward to the day - perhaps thirty years from now - when specialized publishing for the blind will not be required.

At present, there is a need for more Canadian content in all forms of publishing for the blind so that blind people may become more conversant with Canada's problems and potential. The cost of producing a full length book ranges from \$1,500. to \$2,000. to transcribe it into either Braille or as a Talking Book. Immediacy of availability of materials is a requirement for blind people in professions. There is now a time lag of months due to reliance upon volunteers for transcription. The only practical solution would be to supplement their work with paid staff, an expensive undertaking.

There is only one library serving Canada. Library users living at some distance from it inevitably experience a poorer quality of service than do those residing in its immediate vicinity. To solve these problems it will probably be necessary to call upon Governments at all levels for financial support to augment funds received from public subscription, the current support for the library.

We would recommend that the Province of Ontario lend financial support for the provision of a modern library service for blind readers.



A. N. Magill,
Managing Director.

The Canadian National Institute for the Blind

SUMMARY

ROYAL COMMISSION ON BOOK PUBLISHING

ONTARIO

ublishing became practical for the blind in mid-nineteenth century
ith the introduction of the Braille system. Developments in
echnology made possible the recorded book known as the Talking Book
nd has accelerated the production of Braille materials. With
urther development specialized publications may not be required.

ost Braille and Talking Books available to blind people in Canada
re published in the United States and Great Britain. Some materials
f special interest to Canadians are issued in Braille and recorded
orm by CNIB in both English and French. Limitations imposed by cost
f production restrict the Canadian content of the material available
o one percent of holdings for Talking Book and three percent for
raille. It is recommended that Governmental sources supplement
unds currently available.

BRIEF
to the
ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:
STROUD, BRIDGEMAN PRESS LIMITED

MAY 11, 1971



..... FROM ROLL TO BOOK



STROUD BRIDGEMAN PRESS LIMITED

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BELT DIVISION • PRINTING DIVISION • RESEARCH

Submission by

Stroud, Bridgeman Press Limited

to the

Royal Commission on Book Publishing

sponsored by the

Government of Ontario,

April, 1971.

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SYNOPSIS

Stroud, Bridgeman Press submission

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- 1 Canadian book publishing must stop doing what isn't working, must commit
itself to the research needed for innovation and must persuade the rest
of the community that its contribution is worth supporting.
- 3 U. S. book production and publishing have problems similar to ours;
envying them will not help us.
- 4 Rapidly changing technology obliges publishers to be involved in the new
book manufacturing equipment that is emerging; the belt press is an example.
- 5 International marketing reveals the importance of unique products, superior
technology and marketing presence. The only way to achieve all three is by
relevant research, development and innovation.
- 7 If book publishing in Canada can demonstrate vitality and enthusiasm as
well as distress, it can attract marketing support from government, the
8 media, newspapers and periodicals and business. It can gain research
support on a wide spectrum.
- 9 Electronic information processing is a rising challenge to book publishing.
10 The book's survival depends on recognition of its unique communications
capabilities. Book publishing will grow, but decline in relative importance.
Computer processing costs will decline sharply and radically, while book
production costs can be trimmed only marginally at best.
- Our Canadian identity will depend on how much control we develop over our
information systems, which will define our real world.
- 11 The whole Canadian community has a vital stake in our publishing industry's
response to this challenge.
- 12 Recommendations: 1) community support for book production equipment
improvements, 2) new national association at the interface between old
and new technologies in publishing and manufacturing, 3) electronics
utilized as a stimulus to book publishing.

Introduction

Many years ago there was a witch in England who had a brew which was reputed to be good for heart ailments. The brew had thirty-seven ingredients. The application of scientific method to her brew isolated the one specific ingredient which was effective for heart trouble: digitalis purpurea.

Each of us who brings his brief to this Royal Commission on Book Publishing has his own special ingredient to add to the magic brew which will cure the ills of the Canadian book publishing industry. Each of us believes that our specific is the most essential ingredient to the cure. I am no different from all the rest; my suggestions zero in on the heart of the cure.

Three cures: Illness, Penury, Contagion.

My first essential ingredient of a cure is an illness, an illness to work a cure. It was an illness that stopped Bill Stroud from running a conventional printing business; it was an illness that forced him to retire. If he had not been ill, he would not have retired; if he had not retired, he would never have invented the now-famous belt press that prints a whole book at once. The Canadian book industry is reported to be ill; it is not ill enough. It needs to be sick enough to stop doing things in conventional ways and to devote extraordinary effort and imagination to tackling problems and opportunities in new ways.

My second essential ingredient of a cure for the Canadian book publishing illness is penury. Penury was the condition to which Bill Stroud was reduced when he devoted all his energies and the proceeds from the sale of his conventional printing business to inventing the belt press. Penury was the symbol of the extent of his commitment; the belt press became

his obsession. He devoted everything; he risked everything; he concentrated everything on making the belt press a success. He might have failed; some inventors do. I point to penury and call it a cure because it symbolizes a willingness to risk everything to achieve improvement.

My third essential ingredient of a cure for the Canadian book publishers' illness is contagion. Without the contagion of enthusiasm, Bill Stroud's lonely inventive efforts would never have borne fruit. From my own personal knowledge, I am sure I could name two hundred people at least who have been directly involved in the success of the belt press; they caught the belt press bug from Bill Stroud's contagious enthusiasm. The climate for developing the belt press in Canada was harsh and inhospitable, but it was not completely arid. For any improvement to succeed it needs a broad spectrum of support from all sectors of the community. My contagious enthusiasm ingredient symbolizes the need for a favourable climate for innovation, and the need for people who really believe in Canadian publishing.

The rest of our brief is more technical and specific, but it hinges on these three points:

- 1) Illness as a cure - meaning that we must be willing to stop doing what isn't working.
 - 2) Penury as a cure - meaning that we must be willing to commit ourselves to improvement, and take risks to achieve it.
 - 3) The contagion of enthusiasm as a cure - meaning that our publishing industry needs a climate favourable to change, and people who are contagiously enthusiastic about Canadian publishing and its future.
- Poor nothing does not work; let's stop doing it. Put the spotlight on opportunity and not on fear and want. Let me quote from Bill Stroud:

"When I was selling the idea of the belt press to prospective investors, I was able to show the need for such a machine and to convince my hearers that I really did have something that would fill this need." (Correspondence, November 20, 1970). We have to sell the Canadian public on the need for Canadian publishing and on our ability to meet this need.

U. S. A. v.s. Canada : a comparison of limited usefulness.

We often hear Canadians compare the Canadian publishing industry unfavourably with the American. Usually this comparison refers to the U.S. longer runs, larger market, more government support, larger corporations. A careful examination of American publishing statistics, however, will reveal that in many cases the miserably small annual profit that many American publishers show owes much to the sale of rights; without the sale of rights, some categories of books in American publishing would be running at an annual loss.* Americans have many of the same problems as Canadians: rising publishing and book manufacturing costs, short book life, average lower total number of copies per title year by year, rising inventory investment, marketing and distribution chaos. There is no benefit for us to look enviously at American publishers, unless we are just looking for excuses. The American book industry is itself involved in an agonizing reappraisal.† Talking about Americans doesn't help us; let's stop doing what isn't working; let's stop talking enviously about that 225 million captive market they have. Let's be ready to learn from their experience without making them either a model or an excuse. * American Book Publishers' Council statistics. †Book Production Industry, April 1971, pp 30-41.

If our Canadian book publishing industry is to serve the community and grow with it, it must discover ways to become profitable; otherwise it will not be able to attract the capital it needs for growth, even with government subsidy.

Book publishing and the nuts and bolts of book manufacturing.

If you think that a review of book publishing has little to do with the mechanics of book manufacturing, you are in illustrious company. In June of 1965, I was privileged to visit with the late Sir Stanley Unwin at the 17th International Publishers' Congress in Washington, D.C. As you might guess, I spoke to him about the potential of the belt press. He put me down, with consummate courtesy, saying that as a publisher he had not the slightest interest in how books were manufactured.

In contrast, Mr. Leo Albert, President of Prentice Hall International, made it his business a decade ago to visit our then 1,000 square foot plant at McKellar, Ontario, to learn first hand about an embryonic promise of a change in book production methods. Mr. Albert's book manufacturer now has one belt press and a second on order, because he saw over ten years ago that nuts and bolts have a vast influence on his company's publishing, distribution, and financial policy, to say nothing of profitability. The publisher must recognize, as Mr. Leo Albert does, that nuts and bolts, printed circuits and C.N.T.s, are vitally related to his publishing function, not just incidental to his main interest.

We at Stroud Bridgeman Press trust that we are making a continuing contribution to the publisher's struggle toward attractive profitability. The technical objective of our own company is to develop equipment which will reduce the cost of going to press, so that run size can be much more closely related to the size of the market for each title. The belt press, at its present stage, is an important step in this direction; we have two more steps to take in whole book production: bindery automation for high-speed hard cover, and job-changing automation. Our objective is to reduce publisher's inventory risk and investment, to make it possible to kill

titles that are not selling before they eat up profits and to keep titles alive and profitable as long as they are selling.

The International Marketing Model

In February of this year, the Federal Government's Department of Industry Trade and Commerce, with the Canadian Manufacturers' Association, held an International Business Conference in Ottawa. There were many valuable detailed sessions on specific world trading areas. In every case, Canada's competitive position depended on three things: unique products based on specialized technology, competitive pricing based on superior manufacturing methods and equipment, and active presence in each trading area by both government and business.

We in the Canadian book publishing industry are looking for wider distribution for our publishing and book manufacturing capabilities. The printed word faces special difficulties in many markets, but we have some special advantages (such as two languages). If we are serious about expanding our marketing base, then we must

- 1) Achieve unique published products based on specialized technology by devoting research effort to both publishing and book manufacturing.
- 2) Achieve competitive pricing based on superior manufacturing systems and equipment by means of a consistent commitment to research and innovation in book manufacturing.
- 3) Achieve presence in world trading areas by cooperating with government in book fairs, trade missions and establishment of agencies. Publishers can combine for export without violating anti trust laws.
- 4) Cooperate in cultural exchange, giving distribution to foreign books here while organizing distribution of our publications in cooperating countries. Along with this may be required some national translation services. We have a potential contribution to make to developing nations

in publishing as well as in hydro, mining, mapping and road building.

The Commitment to Developing Unique Products and Competitive Pricing.

The twin achievements of unique products and competitive pricing involve a commitment to research and innovation on a scale we have not attempted in Canadian secondary manufacturing before. Faced with a crippling illness, Bill Stroud could have given up and contented himself with retirement into nonentity. He didn't; he built a new career of world-wide significance. Faced with a crippling illness, the Canadian publishing industry could retire into nonentity. I don't think it will; it has the resources to proceed to a place of significance in the world's publishing. Bill Stroud committed himself to research and development to the point of penury; at that point his contagious enthusiasm drew in the support of many others to bring the belt press to where Mr. John E. Dabbert, Vice President of R. B. Donnelley and Sons could say last October at COMPRINT 90 in New York, "The Cameron book press is the only real breakthrough in press and bindery in this century." (see COMPRINT 90 proceedings for Tuesday, October 13, 1970, 2 P.M., Jade Room)

I submit that the indigenous Canadian publishing industry has exhibited this kind of all-out commitment to its tasks. It has attracted many talented people who have made significant cultural contributions. These people have subsidized their publishing enterprises with low wages and long hours. Some are at the point of penury. The point of penury inevitably becomes the selling-out point, or the point of contagion, where enthusiasm brings in support from the rest of the community for a valuable and promising enterprise. The business community and the government are watching this Royal Commission on Book Publishing to discern in the entrails here spread out whether there is only distress, or whether there is also a strong omen

of vitality, continuing effort, a spark of unquenchable contagious enthusiasm, a relevance to the community's aspirations and a sensitivity to the winds of change.

Community Support: Marketing

If we in the book publishing industry can present a true image of vitality in the midst of distress, then we may be able to draw from the rest of the Canadian community the following kinds of support:

1) Marketing support

a) Government aid in all the forms now offered to the manufacturing community - federal and provincial staff support, export promotion and liaison, marketing studies, export credit insurance, direct grants from special funds.

b) Media assistance: a close relationship between radio and T.V. programming and book publishing in the genesis of new works, in the promotion of books, in the use of published material under rights agreements.

c) Newspaper and periodical assistance: more use of Canadian books and authors as sources of material under rights agreements for use in newspapers and periodicals, more sponsorship of book publishing by both.

d) Business sponsorship: more sponsorship by successful Canadian business of specific Canadian books as part of their public relations.

All of these kinds of support exact a measure of influence, subtle or overt, on publishing choice and content; each publisher must ride his own razor's edge between independence and support. It is the publishers' responsibility to win support with the least possible sacrifice of autonomy. The publishers have demonstrated that they can exert outstanding effort - to the point of penury. The two questions we face now in Canada are, "Is there a contagious enthusiasm in Canadian publishing?" and, "Is there a climate in the Canadian community which can respond adequately

to that enthusiasm?"

Community Support: Research

The commitment to research development and innovation must be community-wide and on two levels corresponding roughly to the publishing function and the manufacturing function.

As far as I have been able to find out, the belt press is the only project in the whole Canadian graphic arts industry that has ever even applied to the Federal Government for research assistance. This is some indication of how far we have to go in Canada to reach that level of unique superiority which can give our published products a special advantage in world markets and in competition with imports here in Canada. We lack the broad base of research activity across the industry out of which innovations can grow and be nurtured through all vicissitudes to the pay-off point.

Research is no magic patch which can be stuck to a sore spot while it heals. To be of real use, research must be a commitment by the whole community - government, business, financial and cultural. For us at Stroud, Bridgeman Press, research is a corporate commitment, it is an attitude of mind, it is our method of operation, it is center front stage, not an extra in the wings. At the beginning it was Bill Stroud; now it has rubbed off on the rest of the team.

If the Canadian publishing industry recognizes the value and necessity of research, and the community supports it, then the following will take place:

- 1) Government research programs in its own facilities. (This Royal Commission is an example).
- 2) Government subsidy of research to be carried out by publishers, book manufacturers and Canadian equipment suppliers.
- 3) Internal research programs (without outside subsidy) by publishers, book manufacturers and equipment suppliers.
- 4) Industry sponsored research.

- 5) Financial support for research from banks, trust companies etc. both with and without government guarantee.
- 6) Graphic arts research by universities, subsidized by government, business and industry.
- 7) Post secondary education in graphic arts science and technology. In Japan, over 1,500 people per year graduate from over 20 post secondary graphic arts colleges.* In comparison, we in Canada should be graduating over 300 people per year from four or five post secondary graphic arts colleges. How many post secondary colleges do we have in Canada in graphic arts science and technology? *(Graphic Arts Japan, 1969-70 p.139, Japan Printers Association).
- 8) A government and industry supported agency for appropriating and adapting the research achievements of other countries and other industries for the use of the Canadian publishing industry, along with sponsorship of information trading agreements.

Winds of Change

The trials of the book publishing industry have barely begun. Electronics as the method of collecting, processing and disseminating information is just beginning to emerge as potentially the dominant form of publishing. The kind of information it will process will be to serve the business community and the government, both of which have at their disposal the vast sums needed to buy up-to-the-second information at high prices and put it to work instantly to solve problems or make money. The book publishing industry will grow in size, but will shrink radically in comparison with the new forms both in terms of dollar volume and information volume.

For the existing book publishing industry to take part in the new forms of publishing, it needs to be vigorous, flexible and imaginative. It needs the experienced judgment of innovation that comes from doing research and

using its results over a period of time. It needs connections with people and organizations that have been separate historically from book publishing, but are now in the vanguard of information processing. It needs the support of the whole community in the various phases of its adaptation to change.

The Future of the Book

As you are well aware, our company has a vested interest in ink-print technology. We think that the book has an important role to play now, and will continue to have an important role for many years to come. We think that the book must become more instantaneous and more easily revised. It must become cheaper to produce, especially in small quantities. We think its graphic design will become more important, to accentuate its contrast with microfilm and computer print-out. We think it will find new uses in team with microfilm and the computer. Already, in some cases, materials published first in tape and film form have been republished in book form. Probably we will discover that the book has functional values we never suspected, its physical form being different from film and print-out. We think that the new information modes will generate new uses and new markets for books. At the same time, we suggest that the book publishers who will benefit from this new growing edge will be those which associate their companies in some way with the new sources of information and the new methods of processing information.

Canadian Identity

The Canadian identity of the book publishing industry in Canada is closely tied with achieving a significant measure of Canadian initiative and control in the electronics and computer industries, and in developing that very expensive software which can process information in forms which are relevant to our needs and values. The Congress of the United States is currently

updating and computerizing its own internal information system for keeping Congressmen and Senators up to date on important information. Mr. Paul Zurkowski, Executive Secretary of the Information Industry Association based in Washington, says, "The information system of Congress will define the real world of Congress." I take the liberty of paraphrasing his statement to read, "The information systems of the Canadian community will define our real world". If this is so, we have to decide soon whether we want to retain a significant input to this definition of our real world, or whether we will accept a definition of our world based on information supplied, processed, distributed and controlled by others. The dilemma facing Canadian publishers is one with the dilemma facing all of us who think of ourselves as Canadians as well as earthlings. I believe we can be better earthlings as Canadians than we can as puppets of our parents across the sea or our patrons across the undefended border.

Reliable forecasts indicate that the cost of computer processing will, by 1980, drop to one tenth of one percent of what it is now.* We at Stroud, Bridgeman Press do not think we can match that in reducing the cost of book production! Computer processing capacity will increase astronomically. The whole Canadian community has a vital interest in the kind of response that our book publishing industry makes to the new possibilities inherent in these statistics. *(Dr. Carl Hammer, Sperry Rand Univac, Washington Service Division, 202 338-8500)

Submission to the Royal Commission on Book Publishing by Stroud, Bridgeman Press Limited, April 1971. Prepared by J. H. Vowles, President.

Recommendations:

- 1) Re Book Manufacturing: government, industry and financial house support for the rapid completion of the "whole book" production technology initiated by Mr. William Stroud. Our organization is prepared to cooperate in any way possible in order to accelerate our research and development program and make the benefits of our technology available in fully developed form to the Canadian book publishing industry.
- 2) Re Old and New: We recommend the formation of a new national association which would focus on the interface between traditional and new publishing technologies, sponsor special pilot publishing projects which would utilize new combinations of publishing modes, and channel information about new methods throughout the industry.
- 3) Re a New Stimulus: The 19th century joined Canada coast to coast via the railroad. The 20th century added highways, telephone and the public media, radio and T.V. Nothing would stimulate Canadian book publishing more than a unifying national event such as the establishment of a coast to coast broad band multilane electronic freeway, enabling Canadians to meet and talk to each other face to face via television from Inukjuet and Tofino on the west coast to Peggy's Cove and Grand Falls on the east. Such a facility would be an electrifying stimulus and challenge to all Canadians; it would give rise to a broad spectrum of cultural and economic activities in which Canadian book publishing would be a significant segment.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

CLARKE, IRWIN & COMPANY LIMITED

MAY 11, 1971

Submission

to the

Royal Commission on Book Publishing

from

Clarke, Irwin & Company Limited

A BRIEF SUBMITTED BY CLARKE, IRWIN & COMPANY LIMITED
TO THE ROYAL COMMISSION ON BOOK PUBLISHING 1971

Book publishing in Canada became a matter of public concern for the first time in 1970. Prior to this time, Canadian publishing was a highly individualistic activity sustained entirely on its own resources. The situation today is so critical that without governmental assistance Canadian publishers cannot survive. The sales to American firms of the Gage Textbook Division and the Ryerson publishing operations have underlined the seriousness of the problem. Before last November, Canadians had little understanding of or interest in the role played by the publisher in stimulating and developing Canadian literary output.

In the years since the Massey Commission Report of 1951, and particularly since 1967, Canada has witnessed a massive surge in its creative and cultural activities. Across the country, the arts are flourishing as never before in our history, and this sudden flowering of strength has come no less in the literary field. Canadian novelists, poets, playwrights, biographers, humorists, are all involved in what must surely be one of the most productive and truly creative periods. Yet the Canadian publisher who has been largely responsible for this surge of literary activity now faces bankruptcy.

For many years, Canadian publishers survived by developing indigenous educational materials and by acting as agents for overseas and American publishers. Changes in educational philosophy and policies, and the massive intrusion of American and other foreign publishing firms, have combined to undermine the foundations of the Canadian publishing industry. Many houses now face insolvency or the equally gloomy prospect of sale to foreign interests. The tragic aspect of the situation for the nation is heightened because today Canadian publishers, their editorial staffs, their designers and the entire graphic arts industry have reached a level of competence which ranks with that found anywhere in the world. The problem facing Canadian publishing is not one of developing expertise but is basically that of securing the essential working capital and an improvement of the climate in which the publisher must operate so that he can exploit the broad range of Canadian talent and creativity. In the many briefs which have been presented to the Commission, there has been essential agreement about the nature and causes of the impending disaster in Canadian publishing.

I believe that it may be useful to present something of the history of Clarke Irwin as a Canadian company and one whose contribution to both educational and trade publishing in this country has not been insignificant.

Clarke Irwin was founded in 1930 by William Henry Clarke, his wife Irene, and John C. W. Irwin. Bill Clarke and John Irwin

brought to their new company some years of experience in publishing and contacts with authors and educators across Canada. With their own small financial resources, and with the additional help surprisingly offered by two professors at the University of Toronto who had taught Bill and Irene Clarke, they were determined from the outset to create, under their own imprint, a list of books by Canadian authors for the general reader and classroom alike. To provide the necessary foundation for such a programme, they acted as agents for a small number of British publishers, and it is interesting to note that all of the original principals who have retained their independence are still represented by the Company. By the end of its first year, Clarke Irwin had published some half dozen titles. Included in the list was the first in what was to be a series of mathematics texts, NUMBER HIGHWAYS, designed for elementary grades and written by M. E. Lazerte and G. S. Lord, both of Edmonton. This series, and indeed all the publications which were to emerge under the imprint of the new house, bore the mark of a concern for excellence of ideas and quality of product for which the Company has been known ever since.

Those who have not experienced at first hand the struggles of the depression years can only imagine the effort which the new house put forward to survive and to develop its publishing list. As salesman and travelling editor for the Company, as well as its President, Bill Clarke established and maintained close relations with departments

of education in every province. John Irwin held the home base and sustained the vital links with our overseas principals and with suppliers and manufacturers, as well as supervising the internal operations of the publishing house. By 1936 the Company had created a list of some thirty titles of Canadian authors, in both trade and educational areas. In that year it published ESSENTIAL LATIN, by Thompson, Tracy and Dugit, acknowledged Canadian scholars in their fields, who had produced a novel, excellently illustrated, and modern approach to instruction in the Classics. The same year, W. H. Clarke was offered the post of Manager of Oxford University Press, Canadian Branch. John Irwin became its Secretary-Treasurer. Agreement was reached which permitted the two companies to operate side by side in Amen House to the benefit of both, Oxford undertaking a programme of Canadian trade publishing in addition to the distribution of books from the parent company, Clarke Irwin concentrating on the publication of Canadian educational materials.

Publishing is a difficult business at the best of times. Clarke Irwin spent the first ten years of its life under the shadow of drought and depression. It was to spend the next six under conditions imposed by war. The provisions of the Excess Profits Tax made it impossible for a company whose pre-war profits had been nil to develop and expand its working capital resources. Nevertheless, the period during and immediately after the war was to mark the real

foundation of a strong Canadian educational line.

Under Clarke's leadership, the Oxford Canadian trade publishing programme flourished as never before. The recognition of Emily Carr as a Canadian author as well as painter of enormous talent was one highlight of this wartime period. THE HISTORY OF THE SECOND WORLD WAR, by Edgar McInnis, the publication of the work of Watson Kirkconnell, B. K. Sandwell, Malcolm Macdonald, Eugene Forsey, Wilfrid Eggleston, also attest to the resourcefulness and creativity of Clarke Irwin's founders.

In Clarke Irwin's educational activities, this period marked the publication of COURS MOYEN DE FRANCAIS: Jeanneret, Hislop and Lake, A SONGBOOK FOR SCHOOLS: Kinley, ANCIENT AND MEDIAEVAL HISTORY: New and Phillips, UNDERSTANDING THE YOUNG CHILD: Blatz, and PIRATES AND PATHFINDERS: Hamilton.

By 1949, Clarke Irwin, now grown to a staff of thirty-four, ended its happy association with Oxford and resumed its programme of both trade and educational publishing under its own imprint.

The determination of the Ontario Department of Education, shortly after the war, to secure Canadian-produced and written educational materials, brought about a remarkable surge in activity. From this point on, the steadily growing list of Clarke Irwin titles in the educational field becomes too lengthy to mention. Nevertheless, the insistence upon a high standard of academic quality, upon innovation, and a willingness to sacrifice everything to the excellence of the final

product, had been established and was continued through these years. Together with a concentration in the educational area went an eagerness to develop and expand the general trade programme. Along with the magnificent work of Robertson Davies went books by Leslie Roberts, the poetry of Douglas LePan, and what must surely stand as the most controversial indictment of Canadian education, SO LITTLE FOR THE MIND, by Hilda Neatby. The founding year of the Stratford Festival saw the publication of RENOWN AT STRATFORD, the first of three books which in production and design marked a new standard in the art of publishing in this country.

In 1955 Bill Clarke died. He had commented in a speech given only a few months before his death that "there is no single principal of any Canadian publishing house alive and in office today who was at the head of his firm thirty years ago. Of fourteen who have died, six did so in their early 40's and several others in their early 50's. . . The reasons are not that these publishers were higher liverers or faster pacers than other men of their generation. . . I suspect that it was the strain from trying to drive six horses at once while jumping through flaming hoops in the centre ring." This description perhaps suits in some ways his approach to publishing. He had shaped a publishing house, contributed significantly and unstintingly to the stature of an industry of which he was proud, and yet, except for perhaps a few months prior to his death, had

never known the security of more than nominal profits. He had been prepared to sacrifice financial gain to the quality of his publishing, and the Company has continued to uphold this principle.

In the years following 1955, Clarke Irwin continued to expand and develop. Increasing enrolments in both elementary and secondary schools, the new opportunities provided by the decision to list more than a single title for a given course, the growing interest amongst Canadians in works of Canadian origin expressing a distinctively Canadian point of view, made it possible for the Company to expand and to consolidate. As agents for British and American principals, our volume from imported books steadily increased, although relative to our Canadian publishing volume decreased to its present 25% level. A decade ago the prospects for a company such as Clarke Irwin were bright. Although profits were never large, we were able to undertake projects of merit and to continue to make use of modern manufacturing processes and techniques.

In 1963 the Ontario Department of Education's decision to provide free texts throughout the elementary and secondary schools with the exception of Grade XIII brought about a temporary surge of business and tended to obscure the fact that Canadian educational publishing faced a host of new and serious problems. In recent years, the emphasis on a great variety of materials for new and

sometimes rather ill-defined courses has meant, for the Canadian publisher, a sharp reduction in the potential market for any of his publications and greatly-expanded costs in all processes involved in the production, sales and distribution of his material.

Faced with this situation, Clarke Irwin had two choices -- to undertake a very broad programme of safe publishing, looking to achieve small sales of a wide variety of relatively traditional materials, or the riskier course of selecting carefully areas in which we could compete with the best materials available from any source and provide Canadian authored, designed and manufactured products of the highest quality. We chose the latter programme, and we believe, despite the present crisis, that this decision was in the best interests of the Company and of Canadian education as a whole. But this decision had a serious effect upon our working capital resources.

The Jackdaw programme, for example, which this Company undertook in 1967, has resulted in the publication of twenty-two Canadian titles. To date, we have not recovered even the manufacturing cost which went into the series, although we have realized steadily increasing sales and have now sold more than 100,000 copies.

The other educational materials which will be presented to the Commission indicate the kinds of educational publishing of which Canadians are capable. The critical approval which they have

received indicates that our reputation for educational innovation and quality has never been higher than at present.

Recently, we have tried to penetrate the U. S. market with some of our educational products. We have been pleased and amazed at the warmth of reception which we have received. The costs involved, however, have been beyond our present resources, and we are not able to continue the programme on a scale which promises significant financial return. Some of our educational materials, however, have secured supplementary adoption in a few states, in areas where Canadian products have never before received recognition. In the field of history, for example, THE STORY OF WESTERN MAN and TEN YEARS THAT SHOOK THE WORLD[★] have secured listing in New York City, adoption in many schools throughout New York State, in Chicago city schools, in the New England States, and in the South.

There have been numerous recommendations advocating various forms of public assistance and dealing with virtually every aspect of Canadian trade and educational publishing. I believe that such assistance is absolutely essential for our survival and that it can be given in such a way as to ensure the publisher's complete editorial control. The key to the present difficulties must lie, in the short term, with the provision of working capital resources to enable a firm such as Clarke Irwin to undertake projects currently

★ See review comments attached

in hand which we cannot proceed with under the present financial stringency, projects which fill a demonstrated need and which would contribute undeniably to the quality of education and life in this country. Working capital assistance, however, can only prolong the life of a Canadian publisher, and must be accompanied by measures which will permit him to become once again self-supporting and to publish a wide range of Canadian books which in many cases may offer little hope of financial return.

In the recommendations which accompany this brief, some attention is paid to the educational market, particularly in Ontario, which is still the key to the overall health of Canadian English-language publishers. It is our belief that reasonable measures can be adopted which will not deny the schools any educational materials of quality, but which, nevertheless, will ensure that Canadian products have a fair chance.

It has been emphasized by a number of speakers before this Commission that nothing must be done that would in any way limit the freedom of choice of the Canadian people to be able to buy any book, written by any author and published in any country. We submit that, as far as trade books are concerned, the Canadian people today do not possess the freedom of choice. We are trained to accept what others choose for us. Our buying of books is conditioned by an overwhelming wave of publicity through press, periodicals, television and radio

that, day in, day out, crosses our undefended boundary from the United States. American authors appear constantly on the popular television shows and their books become best sellers.

Freedom of choice is predicated on a certain balance of evidence being freely available to those who wish to make a choice. As between the Canadian book and the American book this is simply not available. We submit, therefore, that special measures must be taken even to begin to redress the present inequality. We offer recommendations which would assist Canadians to learn about the output of Canadian authors.

We propose measures which would enable Canadian libraries of every size adequately to represent Canadian literary works. Canadian authors of both educational and trade books must now make enormous sacrifices in order to write. We suggest measures which would allow educational authors to secure reasonable time in which to write without loss of job security or seniority.

We suggest an increase in the grants available to general authors of proven merit, and we recognize the necessity, for some years to come, of a measure of subsidy for needed books which the size of the potential market makes unprofitable. In so doing, we recognize the contribution which artists and designers have made to Canadian books and the need to support and to expand their effort.

There has been some snide comment before this Commission concerning the level of expertise in Canadian publishing. We reject any suggestion that Canada and Canadians must somehow content themselves with being second best in terms of their own literary output, educational creativity, the skill of their designers, illustrators and manufacturers. During its years in publishing, Clarke Irwin has developed a staff whose skills are equal, we believe, to those found anywhere. We have established and maintained vital relations with educators, with authors, across the breadth of this country. We are a small company with limited financial resources. Our skills and our abilities are not similarly limited. Our publications speak for themselves. Our record of innovation extends also to the field of book promotion. We were the first publisher in Canada to undertake to present to teachers a broad selection of educational materials at every level. Since the spring of 1969, we have carried displays of more than 2,000 books to some thirty-two centres from St. John's to Vancouver. We have sent out over 25,000 invitations personally to department heads in the curriculum areas involved, and have prepared subject catalogues and lists for all the books in these displays. We have been fortunate to obtain significant coverage in the newspapers, on local television and radio. This spring we are currently mounting twenty displays of over 1,000 titles throughout Ontario. Since we began such a programme, other publishers have attempted to follow our lead.

We have the experience and the tradition in Canadian publishing to make a real contribution to the literary strength of this country. While it is not possible for us to speak impersonally, we feel it would be a tragedy for Canadians to lose companies such as ours and the skills which they embody.

RECOMMENDATIONS

WORKING CAPITAL

1. The recent Consultation 2 Conference held in Ottawa under the auspices of the Department of the Secretary of State made as its first and key recommendation a proposal that the Government institute an immediate programme of long-term financing to meet the working capital needs of Canadian publishers. Specifically, this recommendation proposed that the Federal Government undertake to act as guarantor of the liquidity of a long-term line of credit offered through commercial lending institutions to publishers, at interest rates which would be related to the profitability of the publisher, within limits, and of a magnitude commensurate with the net worth or scale of the publishing operation. (This Commission in its interim report to the Government has proposed a debenture offer in relation to McClelland & Stewart which would undoubtedly accomplish similar aims and has recommended that the Federal Government be invited to participate in this effort. We strongly support the interim report and reject the suggestion that in any effective way, such a move will lead to undue Government influence).

Canadian materials are to compete effectively with foreign products.

3. It is imperative that anyone who can contribute significantly to the creation of indigenous educational materials should have the opportunity to write. We urge that active teachers be able to obtain leave of absence for such work where necessary. We urge that the principle of leave for active teachers for such work, without sacrifice of seniority or other accumulative benefits, be adopted and that, where circumstances demand, grants be made to educational authors to meet their reasonable financial needs.
4. Taken across the country, the publisher faces a bewildering array of curricula in virtually every subject at every level. We urge that the Province, through the Council of Ministers of Education, institute careful and detailed consultation to

co-ordinate, as far as practical, the broad aspects of curricula across the country.

5. Much has been said about the difficulty of securing approval for new educational projects before heavy commitments have to be made for manufacture. We recommend that careful and continuous consultation take place between publishers, manufacturers and departments of education, to determine ways in which the adoptive procedure can cope with materials at an early stage, while at the same time recognizing that very clear specifications for the ultimate product must be given.
6. To implement the current policy of the Ontario Department of Education, we urge that funds be specifically granted to provide every school with copies of new titles added to Circular 14 so that teachers who are responsible for the selection of materials for classroom use have available all approved books.

7. We recommend that the former policy of a specific grant for purchase of educational materials be reinstituted and that this grant be of a size which recognizes the need for a broader variety of more expensive classroom aids.
8. We urge that Boards of Education be required to undertake prompt settlement of accounts, recognizing that a critical working capital shortage is created in part by the need to carry government-purchase accounts for periods often in excess of three months.
9. Some controls are needed over the increasing use of copying machines as a substitute for purchase of educational materials, even when the cost of copying greatly exceeds the cost of purchase. We welcome the efforts of the Ontario Department of Education to bring to the attention of teachers the existence of copyright and to point out that much of the present educational copying is illegal. These efforts must be continued. Budgets for duplicating and copying should be examined to see that excesses are not permitted.

10. With the provision of free texts to schools, there has been a tremendous increase in the practice of rebinding books which have far exceeded their normal life expectancy. We recommend that careful consultation take place between departments of education and the publishers to determine the most economical and effective means of replacement of books. Present practices are undoubtedly a false economy, denying the student access to new materials and seriously inhibiting the efforts of the graphic arts industry to achieve economical production.

GENERAL PUBLISHING

11. We recommend that the Canada Council, the Province of Ontario Council for the Arts, and other bodies devoted to the support of the arts in Canada, be encouraged to expand their present grant programmes, both to broaden the range of writing which is eligible for grant and to meet the reasonable needs of Canadian authors who have demonstrated a potential for writing.



12. Although the ultimate aim of any programme of assistance to publishing must be to make it possible for the publisher to undertake publication of works which cannot hope to earn a profit but whose contribution to Canada's literary culture is clear, present circumstances still require a greatly expanded programme of specific subsidy for such projects. American television, American reviews, American news publicity, American best seller lists, provide the major source for Canadian purchasers of information on recent books. In all these areas, the works of Canadian authors are either not represented at all or only sporadically presented. While it is possible that negotiations will result in the better review of Canadian books in such periodicals as Publishers' Weekly, The School Library Journal, New York Times, Choice, The Saturday Review, and so forth, it is essential that Canada have its own media for review and promotion of her authors.

(a) We recommend that the Government offer assistance to those who have a capacity to produce review magazines for school and public libraries, as well as the general reading public.

- (b) To correct the imbalance in television promotion of authors, the CBC should be encouraged to create new programmes which can focus upon Canadian authors and works of particular Canadian interest. Wherever possible such programmes should receive national exposure. We recognize the potential offered by ETV in this area and urge that promotion of Canadian authors be a regular feature of ETV scheduling.
- (c) We recommend that the Governor-General's Awards For Literature be increased in number and in size and that every effort be made to provide maximum national publicity for the awards and their winners. We urge that a programme of awards be made to authors of new and innovative, educational materials.

- 13. At present, it is extremely difficult for small libraries with limited budgets in Canada to purchase a sufficient number of works of Canadian authorship. We recommend that the Government implement, in consultation with librarians, a special programme to provide Canadian literature to libraries throughout the country, making

special provision for libraries whose budgets are extremely limited.

14. We urge that government posts overseas maintain libraries of works of Canadian authorship, and that an immediate and special programme of purchase for such libraries be undertaken.
15. We urge that provincial and federal publishing agencies enter into close consultation with commercial publishers to determine what government publications might more properly and effectively be undertaken by them. It is our experience that commercial publishers can undertake many projects for government and provide greatly improved editorial content, and design, at reduced costs and in a shorter time.
16. We recommend that funds be made available to cover the cost of translation of English- and French-language works, to make it equally possible for a manuscript of merit to be published in either language.

17. We recommend that careful study be given to the operations of mass paperback distributors in this country, to determine if due space is given to works of Canadian authorship or whether, in fact, a virtual monopoly exists which acts in restraint of trade.
18. We urge that indigenous book clubs be permitted to participate in any scheme for the provision of working capital which is offered to Canadian publishers.
19. The problems of "buying around" have been a concern of publisher agents for a decade or more. It is likely that librarians simply do not realize the damaging effect of their purchases in other countries on the entire agency operation in this country. While we recognize that our chief concern as a publisher is with the publication of indigenous Canadian materials, it is nevertheless true that some level of agency business seems essential, given the present circumstances of market and the level at which the subsidization of Canadian books is taking place. We

reject the uninformed examination given by the Economic Council of Canada to this problem and urge that proper consideration and study be given to "buying around" to determine the possible effect of this practice. We note the view of many librarians that present standards of Canadian service are such as to discourage purchase from certain Canadian agents. We feel, however, that given a more equitable and prosperous climate for Canadian publisher-agents, all can provide adequate service and promotion.

RECOMMENDATION RELATING TO EXPORTS

20. It is clear that the key to a healthy publishing activity in this country lies in the respect and interest of Canadians in works of Canadian authorship. Beyond this, however, it appears reasonable to expect that Canadian publishers can obtain export sales for indigenous works.

Recent studies in the U.S. market indicate that there is an interest in Canadian books. We recommend that funds be provided to establish a promotion centre in New York City and warehousing facilities for Canadian publishers in the United States. The New York centre could serve as a focus for promotion of Canadian books and to secure reviews in national media. It appears that close to one quarter of the U.S. market for general books can be reached through direct mail promotion, catalogues and reviews.

The promotion of educational materials in the United States is extremely costly and competition, heavy. Nevertheless, tests which we have conducted indicate that Canadian materials are respected and will be purchased for supplementary, if not for basic, use. We recommend that the Government provide assistance to Canadian publishers to develop export markets for Canadian educational materials appropriate to the United States curricula.

APPENDIX

Canadian and United States Comment:

THE STORY OF WESTERN MAN by J. C. Ricker and John Saywell.

"THE EMERGENCE OF EUROPE seems to me to be the best of the narrative histories of the ancient and mediaeval western world written for high school students during the last decade."

EUROPE AND THE MODERN WORLD - "The 'overviews' and 'depth studies' which provide the organizational structure of the book are sustained by some of the best visuals this reviewer has ever seen used in what is designed as a secondary school history text. To be more precise, Ricker and Saywell have produced a 'non-text', and for this teachers and students owe the authors and Clarke Irwin their gratitude."

THE EMERGENCE OF EUROPE - "I judge this to be a first-rate piece of work and I hope we get U.S. rights to it. The writing is good, well-suited to average and better high school readers. The pictures are splendid. (I wish we could do as well, especially in close-cropping and blowing up for details)."

THE EMERGENCE OF EUROPE - "I think that Clarke Irwin does, indeed, have a right to be proud of this book. The style of the text is very engaging, the development of concepts and ideas is done with unusual skill and clarity, and the historiography seems sound and up to date. The illustrations have been used with fine intelligence and where, as is so often the case, they are wedded to 'Special Features,' they provide admirable enrichment to the text as well as becoming a handsome design element. In general, I find this book an enormously impressive achievement."

TEN YEARS THAT SHOOK THE WORLD: Eyewitness reports of the French Revolution by John Saywell and Catherine Price.

"The overall effect of this audio-visual spectacular is commendable. We must congratulate Dr. Saywell and Catherine Price for producing a historical study of high quality and in a form which students will appreciate. It is encouraging that this effort is a Canadian product. I cannot conceive of an American source reproducing this period of French History with any more authenticity and liveliness....TEN YEARS THAT SHOOK THE WORLD is an attempt to fuse the materials of the revolution into a malleable whole, glowing with life. It succeeds!"

BRIEF
to the
ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:
PROFESSOR VINCENT BLADEN

MAY 11, 1971

Aid to Scholarly Publication

A brief submitted by Professor Vincent Bladen
to the Royal Commission on Book Publishing

Gentlemen

May I respectfully submit that you give consideration to the provision of a Province of Ontario Fund to assist in the publication of works of pure scholarship in the humanities and social sciences.

My plea grows out of long experience as an "entrepreneur" in this field. I was a member of the research committee of the Canadian Institute of International Affairs, which was the main source of support for publication in the social sciences in the 1930s, with Carnegie Funds. I was a member of the Publications Committee of the Canadian Social Science Research Council, which was the main source of support for publishing in the social sciences in the 1940s, with Rockefeller funds. As editor of the Canadian Journal of Economics and Political Science from 1935 to 1947, I had intimate knowledge of the stimulating effect on scholarship of the Journals which were published at a loss by the University of Toronto Press. As editor of a series of Canadian Studies in Economics I was concerned to arrange publication of a number of important studies made by my young colleagues, with subsidy from the Canadian Social Science Research Council but still involving publication at a loss by the University of Toronto Press. Since then I have been

concerned in many applications to the Canada Council for support: this has become a major source of financial support for scholarly publishing in the humanities and social sciences, and at last it is a Canadian source! I have also acted frequently as a referee for the Council.

The Province of Ontario Council for the Arts is a possible instrument for assistance to literary publication and might well be given responsibility for the administration of such a fund. There would have to be an increase in the grant to P.O.C.A. and a definite amount should be specifically allocated to this purpose. The membership of the Council should be changed to provide representatives of scholarship, and there should be appointed an officer qualified to supervise any program of publication assistance. Provision would have to be made for proper referees for manuscripts comparable to the arrangements of the Canada Council.

My concern is for scholarship. Without subsidies most works of fine scholarship cannot be published; without the hope of publication scholarship languishes.

Your immediate concern is publishing. I suggest that one element, though I admit a small one, in a policy for the publishing industry might well be increased assistance to scholarly publication. It therefore seems appropriate to bring before the Commission the case for aid in this area.

Apart from an occasional prestige venture, it is only a university press that can consistently undertake scholarly publications which must be produced at a loss. The University of Toronto Press has over the years

made a very big contribution to this end, of the order of \$200,000 a year in the last five years. This has been possible because the Board of Governors has allowed the Press to use any surplus made in other divisions of the Press for subsidies to scholarly publication. However this source of support is already inadequate, even though subsidies are available from the Canada Council and limited other sources. I have recently presented a report to the University as chairman of a Press advisory sub-committee on "Needs and Resources" in which we indicate the necessity in the near future for additional support beyond the surplus generated in the Press.

Other Ontario universities have supported publication, generally for their own scholars, either through their own facilities or through arrangements with publishers, often university presses. This use of university funds for the support of scholarly publication is, I believe, proper and wise. But the current basis of university grants and the current austerity make it highly unlikely that university funds on anything like an adequate scale can be expected for this purpose.

Canada Council gives generous but inadequate help: so I suggest that the Province of Ontario now supplement the federal support by grants from P.O.C.A.

The grants from Canada Council have, I suppose, been intended to reduce, rather than eliminate, the subsidy which the publishers of scholarly works must provide. If the grants are to be of any assistance to the publishing industry they must be big enough to enable the publisher

to break even, and in the calculation of break-even costs some modest contribution to his overhead costs would be accepted as a reasonable charge.

The university presses will continue to play a major role in scholarly publication; but commercial publishing houses could play a part, and if support was adequate could be strengthened thereby in finance as well as in prestige.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

DOUBLEDAY CANADA LIMITED

MAY 11, 1971

BRIEF TO THE

ONTARIO

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY

DOUBLEDAY CANADA LIMITED

105 BOND STREET, TORONTO 2, ONTARIO

APRIL 8TH, 1971

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Introduction and Doubleday's Position

On February 2nd, 1971, the Royal Commission on Book Publishing issued an invitation for the submission of briefs. At that time the Commission indicated the terms of reference under which it intended to study and report on the condition of the publishing industry in Ontario.

As a significant and responsible member of the community of book publishers Doubleday Canada Limited is keenly interested in the Commission's work. We are making the following statement in the hope that it will be of constructive assistance to the Commission; we believe that the publishing industry can benefit greatly from the present Commission examination.

Doubleday Canada Limited is a Canadian subsidiary of Doubleday and Company, Inc., a U.S. corporation. We are a wholly-owned subsidiary which, since its inception, has been operated exclusively by Canadians for the Canadian market. We believe that Doubleday Canada has resources available that permit it, in a unique way, to enrich the cultural and economic life of Ontario and Canada.

Historical Background

Doubleday Canada Limited is a wholly-owned subsidiary of Doubleday and Company, Inc., a New York corporation with principal offices located at 501 Franklin Avenue, Garden City, New York, U.S.A.

In 1936 the Canadian company, with the name Forboys Limited, was incorporated under a Federal charter. It became inoperative during the early years of the war when the supply of British and American products it distributed was interrupted.

The company was revived in 1942 to act as a distributor for a line of Doubleday books and was acquired by Doubleday in 1944.

At that time the decision was made to develop a strong Canadian company under Canadian management. The services of J. Wilfrid Ford and George E. Nelson, two men well-known in the Canadian book trade in which they had spent their lives, were acquired to develop and manage the company. These men served until their retirement. The following have served as President and Chief Executive Officer:

J. WILFRID FORD	1944-1960
GEORGE E. NELSON	1960-1966
WILLIAM R. HAVERCROFT	1966-

Under this management, which has remained entirely Canadian, the company has expanded into several areas of book publishing and now has 244 full-time employees.

Doubleday Canada Limited has constructed its own building of 65,000 square feet in downtown Toronto. In this building, in addition to the normal publishing office and warehouse facilities, it owns and operates an Offset Printing Department, a Bindery, a complete Mail-Service

Department, and a full-scale Computer installation.

Considerable research and development by our Computer Department in the past four years has resulted in excellent service to our customers and interest in our software programmes by other Canadian publishers and customers.

Since its inception the Company has been active in distributing the books of the Publishing and Book Club Divisions of its parent company, but in 1952 embarked on its own independent Canadian book publishing programme.

During 1970 over four million books were shipped from our Toronto building to points all across Canada. Doubleday continues to plan for expansion to make more books available to more Canadians, and plans to continue to publish books by Canadian authors for the Canadian public to read and for educators to use in the schools of Canada.

DOUBLEDAY & COMPANY, INC. *Publishers*



277 PARK AVENUE, NEW YORK, N. Y. 10017 TEL: 212 TA 6-2000

Office of the President

March 30th, 1971

Royal Commission On Book Publishing
Suite S-750
252 Bloor Street West,
Toronto 181, Ontario
Canada

Gentlemen:

Our interest in the Commission inquiry arises from our major position in the book publishing industry in the U.S.A. and in Canada.

The books published by our company have been distributed in Canada, through various agencies, for almost 75 years.

In 1944 we established our Canadian subsidiary and made the decision to acquire Canadian Management which would be charged with the responsibility of developing a solid company along the lines that would best serve the Canadian market.

The plans and decisions made in Canada have had our full support and financial backing during the years and have resulted in the very substantial company that now exists. In addition to the share capital invested, 80% of all earnings have been left in Canada for use by Canadian Management to develop the company in Toronto.

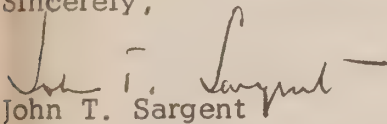
The relationship of the parent company to its Canadian subsidiary has, since its inception, been one of complete confidence in the decisions of the Canadian Management. Throughout the years they have been responsible for planning the development of the Company in Canada, for drawing up Canadian budgets, for administering the workings of the Canadian office, and for deciding what Canadian books they wish to publish.

2.

The progress and areas of activity of Doubleday in Canada have been brought about entirely by the planning of Canadian Management; this constant progress has been limited only by the principle of good business judgement.

We have every reason to believe that Doubleday Canada Limited will continue to be a good corporate citizen making a fine contribution to the social, cultural and economic life of Ontario and Canada.

Sincerely,


John T. Sargent

JTS:lt

Doubleday Canada's Contribution to the Canadian Economy

We contribute heavily to the Canadian economy, and in a number of ways.

EMPLOYMENT

We employ 244 people, all of them hired in Canada, and this employment is stable, with almost no cut-backs or lay-offs. Our employees are offered a fine range of benefits including a pension fund for employees, which is funded in Canada.

These 244 employees possess a wide range of skills. Some are bilingual; some are fluent in the language of the computer. In the number are accountants, editors, salesmen, printers and administrators. All were hired in Canada and all have been given the opportunity to rise in the company. In fact a number of them have made use of the opportunity to take courses in further education at the company's expense. We believe that our contribution to the training and development of our employees at all levels has been significant, and we are proud of our record.

TAXES AND DUTIES

We contribute heavily in taxes and duties directly to a number of Government Departments.

(a) Taxes: We pay normal Federal and Provincial Corporation Taxes and Municipal Business and Realty Taxes.

(b) Customs Duty: As importers of large quantities of books we pay heavy Customs Duties of about \$200,000 a year.

(c) Post Office: Because our Book Clubs operate through the mails we are among the Post Office's best customers. Last year our company

paid a million dollars in postal charges to the Canadian Post Office.

PRIVATE CANADIAN BUSINESS

We support a wide variety of Canadian businesses.

(a) Booksellers and Wholesalers: We supply a significant number of books at excellent discounts.

(b) Carriers and Transporters: We ship and receive large quantities of books, employing a variety of Canadian carriers.

(c) Printers: We spent over \$500,000 last year on printing in Canada.

(d) Media: Canadian newspapers and magazines benefit greatly from our heavy advertising and promotion of our Book Clubs. Our publishing division also advertises individual books in the press. Both types of advertising are handled by a Canadian agency.

(e) General Equipment Suppliers: We buy or rent all our equipment in Canada, and purchase all software locally.

(f) Investing: Our investing programme deals exclusively with Canadian companies.

THE PUBLISHING COMMUNITY

We have played our part as good members of the Canadian Publishing community to keep that community financially strong.

(a) We have been active members of the Canadian Book Publishers' Council and Canadian Publishers' Association since 1948 and, before its dissolution, were members of the Canadian Committee (which had a special interest in Canadian books). Under the new constitution of the CBPC we have applied for membership in the Canadian Textbook Publishers and the

University and College Special Interest Groups.

(b) We were one of the owners and operators of the Co-operative Book Centre of Canada venture, which was designed to help the Canadian School and Library Trade.

(c) Our Book Clubs help other Canadian publishers by making selected books of theirs available to our Book Club members.

THE CANADIAN PUBLIC

We make a conscious effort to keep the Canadian list prices of all our books-printed in Canada, imported from the U.K. or imported from the U.S.A.-at the lowest possible retail price.

Doubleday Canada's Contribution To The Cultural Life And Education Of

The People Of Ontario And Of Canada

Doubleday Canada plays several important roles in contributing to cultural life and education in Ontario and Canada. We intend to examine these different roles in some detail. The roles will show Doubleday Canada as: ----

- (A) Publisher of Canadian Trade Books
- (B) Publisher of Canadian Textbooks
- (C) Distributor of Trade Books published abroad
- (D) Distributor of Textbooks published abroad
- (E) Operator of Book Clubs in Canada

Doubleday Canada As Publisher Of Canadian Trade Books

In Toronto we maintain a full-time Editorial Department. Its task is to seek out, edit, and shepherd through the publication process books by Canadians. These books, all of which are hard-back, may be fiction or non-fiction, and they may be set in Canada, in France or in the Kalahari Desert. But, regardless of theme or setting, these books are Canadian in that they are written by Canadians. In passing we might note our opinion that the only definition of a "Canadian book" that is of any value in a discussion of Canadian culture is "a book written by a Canadian and available to Canadian readers."

A study of some of the Canadian books published by Doubleday last year will give an indication of the wide range of our Canadian titles:

Aircraft: MOSQUITO! by Joe Holliday
Biography: STEPHEN LEACOCK by David M. Legate
Fiction: HOW A PEOPLE DIE by Alan Fry
NEMESIS WIFE by Cicely Louise Evans
Gardening: CHATELAINE'S GARDENING BOOK by Lois Wilson
History: VANCOUVER by Eric Nicol
Humour: CHILDREN, WIVES AND OTHER WILDLIFE by Robert Thomas Allen
Non-fiction: THE BROKEN SNARE by R.D. Symons

In addition to these we have over 90 other Canadian titles in print at the present time.

We fully recognise how important to Canadian culture it is that more and more books by Canadians should be published and made available to the Canadian public. In consequence we intend to continue to expand our list of Canadian books as suitable manuscripts and suitably able authors arrive at our office.

MANUSCRIPT READING

Several hundred complete manuscripts, partial manuscripts and outlines are received in our office every year. All are read and considered by the Editorial Department in Toronto. Most are rejected. It is worth noting, however, that most of our rejection letters contain candid advice about submission elsewhere or about good or bad areas in the manuscript, and perhaps even suggestions of ways in which the manuscript could be improved.

It can be fairly claimed that these rejection letters perform a useful, if initially unwelcome, function in improving the grass-roots level of Canadian writing by introducing the would-be writer to an objective and discriminating audience.

SELECTION OF MANUSCRIPTS

Our selection of any Canadian trade book depends on how it meets the two main criteria:

(a) Will it sell enough to make it worth publishing?

(b) Is the book a sound piece of work artistically, is it a book of which we can be proud?

It is not absolutely essential that any book must satisfy both criteria to be published; but, if any given book fails --- even narrowly --- to fulfil one condition, it must fulfil the other very amply.

THE PUBLISHING DECISION

If a Canadian manuscript comes into our office we test it against these criteria. If it is artistically good and if we consider that it will sell well enough in the Canadian market alone to make it worth publishing, then we will publish it. In this respect our publishing decisions are as free as those of any publishing house --- Canadian, American or British --- in Canada. Our only restrictions are the economic ones of the book market in Canada.

These restrictions are, of course, common to all Canadian publishers. Every Canadian publisher is familiar with the case of the good manuscript that deserves to be published but simply will not sell enough copies in Canada to make publication economically sound. In these conditions the traditional solution is to try to find a publisher abroad who likes the book and will share the costs of joint publication with the Canadian publisher.

In similar conditions we also turn to a publisher abroad --- Doubleday in New York. But because of our corporate links we have a distinct advantage over other Canadian publishers with no such links, and our projects receive a sympathetic hearing in New York. The results are very gratifying --- in most cases Doubleday New York undertakes to publish the book in the United

States simultaneously with our publication in Canada. This process is far from inevitable (our independence in making publishing decisions cuts both ways) but Doubleday New York will normally adopt a Canadian book that we strongly wish to publish. If they should turn down such a project we are then, of course, free to approach other publishers in the United States and Britain.

It is very unusual indeed for Doubleday in New York to refuse to publish in the United States books which we are determined to publish in Canada. There has been only one such case in recent years. What happens in the vast majority of cases is that the books are published simultaneously on both sides of the border. Obviously this has important implications for our authors.

OUR CANADIAN AUTHORS

Perhaps one of our greatest contributions to Canadian culture is the way in which we publish and support Canadian authors. The life of a professional writer in Canada is not easy if his royalties are restricted to the Canadian market alone --- as, of course, is the case with most books published in Canada.

Our Canadian authors (we have over 50 under contract at the present time) generally gain admittance to the huge book-buying market in the United States. What is more, they gain admittance, not at export royalty rates, but at the same full royalty rates that they are receiving in Canada. This admission to the U.S. market at full royalty usually makes a great financial difference to our authors. For our experience has been that a good "general interest" book by a Canadian author will sell more copies in the U.S. than in Canada, even if the author is fairly well-known here but unknown south of the

border.

What is equally significant is that even a very parochial Canadian book --- aimed exclusively at the Canadian market --- will sell a reasonable number of copies in the United States. Perhaps it is a comment on the persuasive qualities of Doubleday's American sales force, or on the eccentricity of American librarians, or on the homesickness of transplanted Canadians, but a history of Montreal that we published four years ago has sold more than 3,000 copies in the United States. Less fortunate Canadian parochial books can still expect to sell in the region of 1,000 copies in the United States. Since every Canadian trade publisher will readily attest that an extra thousand in sales can make or break a book, it will be clearly seen that this access to the U.S. market gives us a sales cushion that makes it easier for us to decide to publish a Canadian author.

The Canadian author who receives royalties on books sold in the U.S.A. as well as in Canada is very much aware of one of the main advantages of publishing with a large international house like Doubleday. It gives him an opportunity to become a big name in big market --- an opportunity which has been taken by several Canadians.

SUBSIDIARY RIGHTS

In New York Doubleday maintains a large Subsidiary Rights division which devotes its time to vigorously selling the books on the Doubleday list to magazines, Book Clubs, and paperback publishers, and to producers in the T.V., radio, stage and film worlds. In addition, the Doubleday offices in Europe try to sell the rights to our books to publishers abroad.

Within the past twelve months our Canadian books have been, variously; sold to a large paperback house, made into a radio play, sold to a major book club, sold for serialisation to an international magazine, sold as an option

to a movie company, and sold to a British publisher. It is worth noting that MOSQUITO!, an aircraft book about the Second World War, has been sold, rather improbably, to a German publisher.

PROMOTION IN CANADA

Before publication our Canadian authors have the opportunity to work with the editors in Toronto, and, on occasion, to work with them on their own home ground when an editor pays a visit. So they enjoy "personal supervision."

The same applies when the book is published. At this point the Publicity Department comes into the picture. It has the task of gaining maximum publicity for all the books published or distributed by Doubleday in Canada. This is routinely handled by sending out press releases and books to reviewers in all media.

Any Canadian author who is not afraid of cameras and microphones is given every assistance to publicise his book through the media. This process helps not only the particular book being featured but the cause of books in general, since it does bring them before the public.

Much of this activity, like much media activity, is based in Toronto. But occasionally publicity tours and events are arranged elsewhere in Canada. Last fall, for instance, Doubleday held two major publicity parties outside Toronto --- one in Montreal and one in Vancouver. Both of them achieved not only their narrow goals of publicising the books in question but of bringing the world of books to the attention of the media and hence of the general public.

FRENCH PUBLICATION

We have contributed to the cause of bi-culturalism by publishing

French translations of some of our books. We also plan to publish next year the English translation of a book by a distinguished French-Canadian author.

SUMMARY

We are proud of the contribution of our Canadian books to the culture and education of Canada. Our authors have not gone un-heralded; they have won several Governor General's Awards. The Canadian History Series has gained wide acclaim; so too has our continuing series, The Romance of Canadian Cities. Our books have painted a strong colourful portrait of many aspects of Canadian life. In setting, our books have ranged from Newfoundland outports to Vancouver Island lumber camps, from the McGill campus to the barren lands of the north, and from an Indian Reservation in British Columbia to the Board Rooms of Toronto.

We are proud that our books have shown Canada and its people to the outside world and, more important, to Canadians themselves.

Doubleday Canada As Publisher Of Canadian Textbooks

We must state at the outset that our activities in the text-book field are not extensive; we are primarily a trade publishing house. But although our textbook activities could easily have been fitted into the previous section, we thought it important to isolate the textbook sections. It seems to us that in the recent debates about Canadian publishing in the press and elsewhere, much confusion has been caused by disputants failing to distinguish between textbook and trade publishing. We believe that the distinction is important.

As far as textbooks for the elementary and high school markets are concerned, our contribution has not been large. But a number of our Canadian trade books have been published with an optimistic eye on the high school market. This optimism has been rewarded; several titles from our Canadian list are now used by high schools across the country. We have enjoyed considerable success in this market with the books in our Canadian History Series.

In addition we employ Canadian experts to revise American textbooks for Canadian use. It can be claimed that the resulting textbooks are excellent and are just as suitable for the Canadian market as any book entirely indigenous to Canada. There are two reasons for this: (a) Firstly, such books benefit from the vast amount of research carried out in the U.S.A., where the size and resources of the educational market permits testing and experimentation on a scale that would be impossible in Canada. What is more, the international activities of these publishers lends their textbooks an international flavour which has certain obvious advantages in a world rapidly becoming a "global village." (b) There is no doubt, however, that with this

international flavour it is possible for these books in their original edition to retain social and cultural nuances and inflections that would be considered undesirable by many Canadians. It may even happen that these books unwittingly downplay Canadian contributions to the subjects under discussion. Both of these faults can be corrected by an expert Canadian adapter who, working in conjunction with consultants across Canada, can make full use of the research contained in the original foreign textbook yet make it absolutely ideal for the young Canadian reader. We believe that this process can frequently result in a book better --- by any objective standard --- than the original.

Some of these books, through an arrangement with a French Canadian publisher, have been translated into French and adopted for use by French-speaking Canadian students.

Doubleday Canada As Distributor Of Books Published Abroad

We do not intend to spend time explaining how the book acts as a civilizing and educational influence in any society.

We believe that books have such a beneficial influence on society that the phrase "the more the merrier" can justly be applied to book titles. This belief can be briefly expressed thus: the more titles a country's citizens have at their disposal in bookstores and libraries, the more fortunate that country and its citizens are. In this respect Canada is singularly fortunate.

CANADA'S GOOD FORTUNE

Because of historical factors, more British books are published (made available to the public) in Canada than in the United States. For geographical reasons more books from the U.S.A. cross the border to be published in Canada than make the long trip across the Atlantic to Britain. In addition, a large number of Canadian books are published only in Canada.

This means that Canadian book-readers are the most fortunate in the entire English-speaking world: more titles are available here than in either the U.S.A. or Britain. In this sense Canada can fairly be described as the world centre of English-language publishing. We wish to state unreservedly that we believe that this is an excellent thing for this country. We believe that anyone who complains that too many books are flooding into Canada is talking nonsense, since "too many books" in this sense is a contradiction in terms. And we believe that any attempt to impose arbitrary limits on the number of titles allowed into Canada each year would not be acceptable to the Canadian public.

We believe that anyone who complains about the number of books that comes into Canada from abroad is really complaining about the fact that English-speaking Canadians happen to speak a language that is probably the main language of original publishing in the world today. We believe that this is a very happy circumstance for the Canadian reader: he can rest assured that any book of importance published in any language anywhere in the world will soon be available to him in his country, in his own language.

A SPECULATION

This is an important point. Perhaps it can best be driven home by our speculating on the situation if, for instance, all those Canadians who presently spoke English spoke only Norwegian.

Obviously in that case Canadian authors would fare better since they would be writing for what would be almost a "captive audience" --- since we can assume that books in Norwegian coming to Canada from abroad would be pitifully few compared with the present number of English books from abroad. So in a sense the Canadian author would benefit from lack of competition. On the other hand, like his captive audience, he would be a prisoner of his own language; only the truly outstanding Canadian book could hope to be published in the wider market abroad, because the translation costs involved would deter English language publishers.

Conversely, translation costs would make Canadian publishers very selective about what English books they translated into Norwegian for the Canadian market. Consequently only a small proportion of titles published abroad would be published in Canada. The Canadian reader would

find himself obliged, in self defence, to learn to read in a foreign language such as English or French if he wanted to enjoy a full range of titles.

We believe that the moral of this speculative story is clear. The fact that Canada belongs to the English-speaking world should not be a source of regret because it means that Canadian authors and publishers are faced with wide competition in their own language from outside Canada. On the contrary: because English-speaking Canadians share the major publishing language of the world, Canadian authors have the opportunity to conquer all of the world without being impeded by translation barriers, while Canadian readers enjoy a wider range of reading choice than citizens of any other country in the world.

OUR AGENCIES

Doubleday Canada plays its part in presenting to Canadian readers a wide range of the best books from Britain and from the United States. We act as agents in Canada for eleven well-known Publishing Houses in the U.K. and the U.S.A.

Under the Doubleday colophon we have made available to Canadian readers books by such major literary and historical figures as Somerset Maugham, John Dos Passos, Andre Malraux, Theodore Reothke, Herman Wouk, Dwight D. Eisenhower, Eric Linklater, Bruce Catton, John Barth, Helen Keller, Taylor Caldwell, Harold Nicolson, William H. White, Irving Stone, David Riesman, James T. Farrell, Harry S. Truman, Thomas Merton, John Kenneth Galbraith and, recently, Kate Millett.

With such a distinguished list of authors over the past quarter century it is not surprising that Doubleday's books in that time have been

awarded prizes like the National Book Award and the Pulitzer Prize. In terms of popularity, too, Doubleday's books have enjoyed enormous success, as a glance at any best-seller list (Canadian or American) will show. Doubleday has also played a distinguished role as a translator of fine books first published in another language. These translations have ranged from THE DIARY OF ANNE FRANK and Andre Maurois's literary criticism, to this summer's book by Thor Heyerdahl and to the official Russian history of the Soviet space programme to be published this fall. It is worth noting, too, that the winner of last year's Prix Goncourt has already been published by Doubleday, who will also publish the translation of this prize-winning book.

It would obviously be inappropriate for us to draw comparisons between the houses that we represent in Canada. But we believe that the contribution made by the famous "yellow-jacketed" books of Victor Gollancz's house to the literary life of the twentieth century deserves to be mentioned. Similarly we believe that the quality of the authors published by Farrar, Straus and Giroux deserves special mention. The list includes Marie Claire Blais, Edmund Wilson, Flannery O'Connor, Nathaniel West, Tom Wolfe, Jean Stafford, Isaac Bashevis Singer, Susan Sontag, and Bernard Malamud.

Again, Pulitzer Prizewinners and National Book Award winners glitter in that list, which also includes three Nobel Prizewinners: Herman Hesse, Alexander Solzhenitzyn, and Nelly Sachs.

We are proud to distribute all of our agency lines; we stock their entire list of titles in quantity in our Toronto warehouse.

DISTRIBUTION AND BUYING

As distributors we take our responsibilities very seriously. Our salesmen travel the country calling on bookstores, school and public libraries,

universities, and wholesalers, besides conducting extensive personal interviews in the educational systems. In the course of their visits they frequently come on one problem with such serious implications that it deserves to be mentioned here. It is not unknown for librarians (and, to a much lesser extent, booksellers) to expect Canadian representatives to call on them and to spend hours presenting new publications. The Librarian listens attentively and makes notes. He then politely thanks the Canadian representative for his time and trouble --- and proceeds to buy direct from an American or British jobber. Some Librarians defend this practice of buying direct on the grounds that they want to get as much for their dollar as possible. There is no doubt that imported books purchased by schools and libraries from a Canadian distributor cost slightly more than books bought directly from the U.S. But we believe that this is a reasonable price to pay for having Canadian businesses in this country that work hard at stocking and presenting books from abroad in the context of this country.

If the policy of buying from abroad were further expanded by Canadian buyers it would kill the agency system in Canada. And since sound economic logic and past experience both show that any Canadian publisher needs agency business, if only to make his overheads manageable, it could be the death of Canadian publishing. We therefore strongly recommend that the Commission devote some of its time to studying this problem.

PROMOTION

Our agency distribution is far from being merely passive. By extensive promotion and advertising we bring the best of these books to

the attention of the Canadian public. Over 1,200 new titles are described and brought to the attention of institutional and commercial book buyers each year through our seasonal catalogues. Approximately 12,000 titles that are kept in stock are catalogued for these buyers twice each year to assist them in establishing new libraries, or replenishing and expanding current inventories. In addition to these general catalogues we distribute a special School and Library Catalogue listing and describing titles suitable for student use. All of this material is prepared and printed in Canada under the supervision of our Trade and School and College Managers.

Whenever it is feasible, we encourage authors to visit Canada, and in the course of their visit we do as much as we can to stir up media interest in them and in their books. This is not always easy. For in Canada the media, at all levels, seem reluctant to treat news of authors and books as being genuinely newsworthy. Despite the protestations of the newspaper, magazine, T.V. and radio officials contacted by Val Clery for his recent report on book reviewing in Canada, it seems clear from the actions of these men that in most cases they regard books as being of little importance to their readers or their viewers. In this context it is worth noting that the publishers of a Toronto magazine who solemnly assured Mr. Clery of the great importance they placed on their book reviews section, dropped that section altogether a few months later.

We feel that, at present, the newspaper space given to book reviews is quite inadequate. The contribution of the publishing industry to the cultural life and education of the people of Ontario can only be fully realised if newspapers treat books as news, and devote space and care to telling their readers about new books.

Given the unhappy state of book reviewing in Canada we welcome recent announcements that a new book reviewing organ is to be established. We hope that the Commission will examine the less than ideal state of book reviewing in Ontario and Canada at present and will do what it can to bring about improvements in that field.

CANADIAN AUTHORS

Doubleday Canada goes out of its way to assist Canadian authors published by houses that we represent. Separate contracts are drawn up with us to ensure that these authors enjoy full royalty on all sales in Canada.

In summary, we believe that as distributors of fine imported books we are performing a valuable service to the Canadian reader, and to the Canadian bookseller and librarian. We also contribute to the cause of bringing books in general to the attention of the Canadian public and, when we can, to the welfare of Canadian authors published by the houses we distribute.

Doubleday Canada As Distributor Of Textbooks Published Abroad

Our activities in this field are limited. We act as agents for only one American publisher devoted to textbooks for elementary and high-school use, and for one other publisher which produces occasional texts suitable for the school market in addition to its usual reference books.

These textbook programmes enjoy major authorised adoptions in several Canadian provinces which feel that some subjects are truly international and can be taught very satisfactorily from international books in English. Several other programmes are also used as "supportive enrichment material" and "resource material."

For the college market we provide a wide range of academic paperbacks. Doubleday's prestigious Anchor and Natural History Press books are well-known. Margaret Mead, David Reisman, William H. Whyte and Lionel Trilling are among the authors published by these imprints, along with classical authors from Homer to Darwin. Fame is also justly attached to the Noonday and Sunburst imprints of books published by Farrar, Straus and Giroux (of major interest to students of modern literature); to the Braziller series --- the i Press series on the Human Environment, the Great Draughtsmen Series, and the Planning and Cities Series; and to the Smithsonian Institution paperbacks. The books in each of these series are of the highest quality and enjoy the respect of the academic world.

The recent blurring of the line between textbooks and other books have resulted in the books mentioned above proving to be of great interest to the intelligent lay reader, and consequently they are to be found in good bookstores.

In passing we might mention the problems faced by the publisher who tries to supply college stores with textbooks. College bookstores stock books

for courses in accordance with the estimate of student enrolment given by the professor. Too often this estimate is inflated: in such a case the publisher and the bookstore staff may have done their best --- but the publisher still receives heavy returns.

While this problem is perhaps not within the province of the Commission it is an example of the sort of problems that make book publishing an unusually hazardous business.

Doubleday's Contribution As Book Club Operators

The Book Club Division has played an important role in the development of this company in Canada and, we believe, has made an outstanding contribution to the culture and education of the people of Canada.

If Book Clubs did not exist they would have to be invented for Canada. The geography of the country dictates that many thousands of Canadians are bound to live many bleak and difficult miles away from a library, let alone a bookstore. If these people want to read books regularly, a book club or some very similar arrangement is essential.

Our Book Clubs and Programmes each month provide over 200,000 English- and French-speaking members with a wide variety of literature including major fiction and non-fiction, the classics, cookbooks, gardening books, children's books, mystery, science fiction, geography, nature, science and adult service topics.

Our members reside in every province of Canada plus the Yukon and the North West Territories and many have belonged to and used our club service for a significant portion of their reading lives. Libraries, schools and government agencies use our clubs as an important source of current literary and educational works.

The prestige and publicity received by club selections are invariably responsible for increased patronage of retail outlets.

The benefits to members are threefold:-

- 1) Professional editorial screening and selection from thousands of books published each year,
- 2) Immediate availability of some of the major books of the time regardless of the scope of retail distribution in a given area,

3) An average price well below publishers' prices.

Book Club subscribers are given an opportunity to purchase books which they might not otherwise purchase for reasons such as lack of information, limited retail distribution and procrastination.

Our Canadian Book Club subscribers are serviced completely from Toronto and all books for our various clubs, English- and French-language, are warehoused in Toronto and shipped to subscribers from Toronto.

The editorial selection of Canadian books is made in Canada and the use of these titles is greeted with pleasure by their authors, their publishers and our members. We plan to increase the number of Canadian books offered to our readers.

Book Clubs meet a real economic and distribution need, and respond effectively to customers' desires for the acquisition of cultural property. We believe that our Book Clubs play an obviously important role in allowing books to make a continuing impact on Canadians everywhere.

Conclusion

In this submission we have tried to give a clear and accurate picture of Doubleday Canada and the role we play in Canadian publishing.

We hope that it is clear that we hotly dispute any notion that Doubleday Canada may be a "branch plant" company. Our independence from our parent company in New York is obvious at every level from budgeting through hiring and firing of personnel at all levels, to deciding what Canadian books we want to publish.

Similarly, we believe that our contribution to the Canadian economy is clear. Above all we feel that our contribution to Canadian writers and Canadian readers is a very substantial one. Through our publishing programme we have given Canadian authors an entree into the huge American market and the wider world beyond. As distributors in Canada of many of the best books written each year we play an important cultural and educational role readily appreciated by Canadian readers. In addition, our Book Clubs make high quality books available economically and steadily to over 200,000 Canadians, many of whom have few if any alternative sources of supply.

We believe that our role as a responsible member of the Canadian publishing community is an important one for the health of the social, cultural and economic life of Ontario and Canada. We are proud of that role and intend to continue to play it to the best of our ability.

BRIEF
to the
ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:
MCGILL-QUEEN'S UNIVERSITY PRESS

MAY 11, 1971



McGILL - QUEEN'S UNIVERSITY PRESS

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B R I E F

submitted by

McGill-Queen's University Press

to the

ROYAL COMMISSION ON BOOK PUBLISHING

Province of Ontario

April 1971

INTRODUCTORY RESUMÉ

After a brief outline of the origin and development of book publishing in Canada, the present state of the industry in Canada is considered. Canadian publishers, with few exceptions, hold contracts as exclusive agents for foreign publishers in order to increase revenue and help support original publishing. Those who do no original publishing are not "publishers" in the true sense. Sales of books in Canada amount to an estimated \$222 million annually, of which \$77.2 million represents sales of Canadian books or .06% of the GNP. Of the imported books, 42% come from foreign booksellers and jobbers, not from authorized Canadian agents.

Problems confronting Canadian publishers are seen to be those of distribution, of increasing the ratio of originally published books to agency books, of developing efficient co-operative wholesaling in Canada to counteract loss of sales to foreign suppliers, of inadequate book reviewing in Canada, of rising costs of production, narrow margins of profit and dearth of working capital. Foreign take-overs may be harmful if they eliminate Canadian competition and do not promote original Canadian publishing, but helpful if, by infusing financial support, they ensure the continuance of Canadian publishing programs.

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Scholarly publishing by a university press is seen to be a specialized branch of the industry. Its aim is not to make

profits but, with the aid of subsidies, to advance scholarship. The procurement of manuscripts, the decision to publish, the editorial requirements, the quality of design and size of production runs all differ from the corresponding processes in a commercial publishing house. The publication of scholarly journals is another differentiating factor. This section concludes by endorsing the high standards set for membership in the American Association of University Presses and by considering two divergent views on the expansion of university presses in Canada.

The recommendations of this Brief include better copyright protection for Canadian authors and publishers, increased grants in aid of publishing Canadian scholarly and creative writing, reduction of postal rates for disseminating scholarly and cultural materials, financial assistance from governments for exhibiting Canadian books abroad to stimulate export sales, inclusion of Canadian books in federal aid programs to underdeveloped countries and as gifts to visiting dignitaries, low-interest loans to publishers whose programs warrant support in the national interest, pressure on university librarians to buy from Canadian rather than foreign suppliers wherever possible, and support for cooperative wholesaling of books in Canada to counteract loss of sales to alien jobbers.

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B R I E F

McGill-Queen's University Press

to the

ROYAL COMMISSION ON BOOK PUBLISHING

Province of Ontario

April 1971

The Evolution of Publishing in Canada

As a number of the problems that beset Canadian book publishers have their roots in the past, this brief begins with a short historical outline.

1. First printing offices

Printing and publishing began in what is now Canada with the establishment of a handpress in Halifax in 1751, on which was printed the Halifax Gazette, 1752. Twelve years later, in 1764, a press was set up in Quebec, and twelve years after that in Montreal.

Among the first United Empire Loyalists who settled in the Maritimes were several master printers who introduced the printing art into New Brunswick, Prince Edward Island, and spread its influence in Nova Scotia.

In Upper Canada a King's Printer was appointed by Lieutenant-Governor John Graves Simcoe to establish a government printing press at Newark (Niagara-on-the-Lake) in 1793.

Before the War of 1812-14, there were some two score printers in British North America. In the post-war period presses rapidly multiplied, and before the end of the century had spread from coast to coast.

2. First publishers

In the period before Confederation there was not very much distinction between printer and publisher. The first printers were necessarily editors, publishers, distributors, stationers and booksellers combined. But soon three different types of printers emerged--the newspaper and job printer, the government printer, and the bookstore printer-publisher. All three did a variety of work in common, but there were also differences.

The newspaper printer seldom published books unless the authors assumed the financial risk, or obtained a sufficient subscription list to cover the printing costs.

Government printers published books--Journals of Assembly, Statutes, etc.--but did so under contract and without financial liability.

Early in the last century, Canadian booksellers, in the English tradition, became the first true publishers in that they occasionally published books at their own expense in the hope of recovering the costs and making a modest profit on sales. Some booksellers had their own printing presses; others made use of job printers.

3. Publishing centres

During the first half of the nineteenth century, Montreal was the centre of book publishing in Canada in both French and English. But when, by mid century, the English population of Canada West exceeded that of Quebec, Toronto became, and has remained, the publishing capital for English Canada, as Montreal has always been for French Canada.

4. The West and the East

In the prairie provinces and in British Columbia the first printing was done on mission or church presses, followed later by the newspaper press. But although these presses, and those in the Maritimes, did some book publishing to meet local needs--civic, educational or religious--they in no way affected or influenced the central development of the book publishing industry in Canada.

5. Imperial Copyright

What did adversely affect book publishing in Canada from 1842 onward were the restrictions imposed under British Imperial Copyright. Perversely enough, the provisions of this act made it easier for American than for Canadian publishers to obtain copyright protection for their authors. If American publishers chose to ignore British copyright, they could pirate British best-sellers with legal impunity. Not so Canadian publishers, who could be prosecuted for book piracy. As a result, cheap

American reprints flooded the Canadian market and depressed Canadian publishing and authorship. William Kirby, author of The Golden Dog (Montreal, 1877) voiced a common complaint to the Royal Society of Canada, 1884: "Between the upper and lower millstones of British copyright and American piratical publishers of British books, the business of book-publishing in Canada has been ground to a powder."

Business picked up when one or two Canadian publishers turned the tables on the Americans by pirating their authors and under-cutting the American editions with cheap reprints sold by mail order. This brought forth loud and indignant protests in the American press.

6. Canadian Copyright

In the post-Confederation period, the attempt was made to give Canadian authors and publishers more protection under the Copyright Act of 1872. But all clauses which contravened provisions in the Imperial Copyright Act were declared ultra vires. It was not until the British Act of 1842 (as amended in 1847) was finally repealed in 1911, that some measure of redress was given to the Canadian author and publisher. With respect to obtaining American copyright, there were still difficulties, however, unless Canadian publishers had their books manufactured across the border.

7. Agency publishing

Meanwhile Canadian publishers managed to survive (though bankruptcies were not infrequent) by acting as agents for British and American publishing houses. At first almost any bookseller-publisher could act as an agent for an outside publisher. Before long, however, publishers saw the advantage of distributing their books in Canada through only one authorized agent. William Briggs of the Methodist Book and Publishing Company was one of the first to place the agency business on a highly profitable basis. This he did by employing travelling salesmen ("book representatives") who sold agency books, along with the publications of the Methodist Church, from Halifax to Vancouver. This oldest Canadian publishing house (founded 1839, later to become the Ryerson Press) thus trained a group of exceptional bookmen who in the early years of this century branched out on their own to become founding publishers of the Canadian book-publishing industry as we know it today.

8. Founding publishers

The first World War created for these new Canadian houses (including Allen & McLeod, Goodchild & McClelland, and two British publishers, Macmillan, and Oxford, who established Canadian branches) a mini-bonanza in war books and patriotic novels. This, and a flourishing textbook industry in which Gage and Copp Clark were the most prominent firms was

the state of the Canadian book industry at the end of World War I.

But the war had given Canada a new sense of nationhood which was soon reflected in a resurgence of Canadian writing during the 1920s. Four publishers of outstanding ability did much to foster this Canadian renaissance--Lorne Pierce of the Ryerson Press, Hugh Eayrs of Macmillans, John McClelland of McClelland & Stewart, and Henry Button of J. M. Dent & Sons. To a very considerable extent it was the profits from their agency business that enabled these publishers to publish and market books by Canadian authors.

9. Scholarly books

Apart from a few large series such as Canada and Its Provinces, sold by subscription, Canadian publications during this period were mostly popular trade books. Books for higher education came largely from the United Kingdom and the United States. The first academic press was that of the University of Toronto which began as a small printing office in 1901 and did not do very much substantial publishing before the 1930s and 40s. Greatly expanded in recent years, it has become one of the very few self-sustaining university presses in North America.

State of the Book Publishing Industry Today

1. Publishers and distributors

Canadian Books in Print identifies 392 publishers in Canada, but these include professional and trade associations, departments of Government, and individuals who have acted as publishers of their own book or books. After eliminating these, we get a figure of 283, of which 162 are primarily English language publishers and 121 are French. But a good many of these firms classified as publishers have, in fact, published nothing in Canada and have no plans to do so. They are really not publishers but wholesalers in Canada for their principals. Those who make original publishing a more or less regular activity number about 100. One third of them, however, represent small houses whose names are known only to small coteries.

2. Original Canadian publishing

The Canadian Copyright Institute, in a Brief to the Inter-departmental Committee on Copyright (April 30, 1970) places the number of English language publishers whose names the book using public at large might be expected to recognize at 66. Among them they represent in Canada about 750 British and American publishing houses. Although accurately described

as "Canadian", a number of these publishers are owned in Britain or the United States. Only 34 have produced a sufficient number of books in Canada to be considered "active" as Canadian publishers. About half of them are small houses specializing in Canadian books supported by subsidies and can scarcely be classified as commercial publishing houses. "This means" as the Copyright Institute Brief puts it, "that 12 publishers produce and publish most of the Canadian books intended for general use, whether in school, post-secondary institutions or by the general public." (p. 16)

3. Book publishing statistics

Statistics of the book publishing industry in Canada, up to the present, have been so meagre and unreliable that the federal Department of Industry, Trade and Commerce commissioned a statistical and economic analysis to be prepared by a firm of management consultants. Their report, The Book Publishing and Manufacturing Industry in Canada, published in October 1970, is the best available source of statistical information. The following analyses are taken from that report:

a) Revenue from Sales

Sales of books in Canada for 1969 are estimated at \$222,000,000. This total is broken down by type of books as follows:

<u>Type of books</u>	<u>(Million \$)</u>
Textbooks	111.0
Trade books	60.0
Specialized books	42.0
Other books and near-books	9.0
	<hr/> 222.0

b) Buyers classified

A breakdown by customers is also given:

<u>Canadian customers</u>	<u>(Million \$)</u>
School agencies	88.8
Libraries	40.0
Wholesalers & retailers	40.0
University bookstores	33.4
Direct mail & book clubs	17.6
Others	2.2
	<hr/> 222.0

c) Domestic and imported books

A further breakdown gives the source of the books:

Books published in Canada	77.2
Imported books	144.8
	<hr/> 222.0

(Books published in Canada include Canadian adaptations of books originally published elsewhere.)

d) Imports by place of origin

Imports by country of origin were estimated as follows .

<u>Country</u>	<u>(Million \$)</u>
U.S.A.	115.0
France	12.0
United Kingdom	10.0
Francophone countries other than France	3.0
Other foreign countries	3.0
Other English language book suppliers	1.8
	<hr/> 144.8

e) Publishers' share of import revenue

Of the above total amount, 58% or books amounting to \$83.7 million were sold to and distributed by Canadian publishers, leaving 42% or (\$61.1 million) sold directly by the exporters to Canadian wholesalers and institutions.

f) Revenue from exports

The export of Canadian books on the world market brought a sales revenue to Canadian publishers estimated at \$5,500,000.00.

g) Book Publishing and the GNP

<u>National</u>	<u>Value</u> <u>(Million\$)</u>	<u>Book Publishing</u> <u>Value of Books Shipped</u> <u>(Million\$) % of Industry</u> <u>GNP)</u>	
Total Estimated 1969 value added of the Canadian Publishing Printing, Allied Industry	1,372	77.2	5.6
1969 Canadian GNP	78,300	77.2	0.08
		Value added by Book Publishing (estimated)	(based on U.S. data)
		52.1	0.06

(Contribution of 0.06% is significantly lower than that
of book industry in U.S.A. - 0.22% in 1969)

Problems of Canadian Book Publishing

1. Distribution

A vast geographic area with relatively small population thinly spread out makes the distribution of books from the publishing centres of Toronto and Montreal a difficult and expensive operation. This applies to books published in Canada and to books for which Canadian publishers act as agents. In the home market, Canadian books account for only 35% of sales, imported books for 65%. The foreign market for Canadian books has never been fully exploited.

2. The Agency Business

The Canadian book industry has for many years relied upon the profits made by holding exclusive agencies for American, British (and French) books in order to subsidize original Canadian publishing. It should not be forgotten that publishers all over the world have always relied on books of foreign origin to strengthen their lists. For two reasons the reliance on the agency system in Canada has tended to be regarded as a somewhat parasitical method of building a business; first, it has been a large scale operation (i.e. whole lists imported rather than individual titles), and second a few so-called Canadian "publishers" are handling imported books only and have avoided the much greater financial risk of publishing original books. Until fairly

recently import licensing restrictions prevented books of American origin entering the Australian market but Canada has always been in the unique position where titles from the whole output of literature in the English language are in constant demand by the consumer. The industry has to face the fact that promotion of original Canadian output may always be overshadowed by the spill over of high powered promotion of "best sellers" from below the border.

It is hoped that the Commission will pay little or no attention to those few "publisher-agents" who deal only in imported books but will pay considerable attention to the very real problems of the genuine publisher-agent who is struggling for greater independence.

The agency business is very slowly withering as original Canadian publishing steadily matures and most of us in the industry are satisfied to see this happen but it will be many years yet before we reach the point where we can abandon the responsibility for promoting and marketing a whole foreign list and can purchase only the occasional imported edition. Even when that point is reached a purely Canadian industry will be compelled to assist in the building of machinery whereby the consumer demand for imported books can be properly satisfied. The consumer, who in the same breath, demands an American, a British and a Canadian title will always have to be well served if the Canadian book industry is to reach and maintain

full maturity.

All of us who are genuine Canadian publishers are naturally more interested in our original books than our imported books but, if we are not blind idealists and understand the demand for literature by the Canadian reader, we shall have to make great use of the agency business for many years to come.

3. "Buying Around"

The exclusiveness of any agency arrangement is, however, of extreme importance and the fact that 42% of imported books, as noted above, never pass through the hands of authorized Canadian publishers, is one of the greatest, possibly the greatest, handicap to the present development of the industry. The loss of revenue to the holder of the agency (and to Canada) compounds the extreme difficulty of handling an agency efficiently. Extensive "buying around" makes it all but impossible for the agent to estimate with any accuracy what quantities of imported books to keep in stock in order to provide the best service for his customers. At the same time money and effort are expended on sending salesmen across the country and in promoting importations by mail and media advertising only to find that much of this effort results in building up the business of foreign wholesalers and booksellers.

The principal abroad will not, of course, knowingly sell to his agent's Canadian customers but he cannot police his own

customers. Many years ago the Publishers Association in Britain instituted a system of "market marks" but these are ignored by British wholesalers. The only effective way to reduce "buying around" is, we believe, by governmental pressure on those who practise it (admittedly extremely difficult in a free enterprise country) and by building a wholesale machinery on a national scale which will enable customers (libraries in particular) to place one order with one supplier, thereby saving the customer both time and money.

It is easy for those outside the publishing industry to claim that "buying around" would not exist if the Canadian agents reduced (or abolished) mark-ups of imported books and gave better service. But abolition of mark-ups is recognized to be impracticable by anyone who understands foreign trade and appreciates how low are margins in the overall book business with the exception of the cream of the season's book crop where small profits can be realized.

By some means, it is essential that a greater effort be made to break the vicious circle of "buying around" because the Canadian agent cannot (with a few exceptions where excessive mark-ups still exist) lower his mark-ups and improve his service to the consumer unless he can obtain a far greater share of the sales of the exclusive agency which he nominally

In connection with this difficult problem, it has to be remembered that anyone who can read can easily discover the

retail price in the country of origin of any imported book. But it is far more difficult to discover this in relation to other imported commodities.

We draw to the attention of the Commission the fact that, by far, the greatest amount of "buying around" is done by libraries which receive substantial grants from governmental sources. Libraries are the backbone of the publishing business and it is a sad reflection on the present state of affairs when it can easily be proved that not infrequently a book of Canadian origin reaches a Canadian library via an American wholesaler.

4. Wholesaling

The industry in North America is making increasing use of the wholesaler or "jobber" who enables the retail bookseller and institutional buyer to place bulk orders for all book requirements with one source of supply which is an obvious convenience and saving in administrative costs to the customer.

The development of wholesaling by Canadian owned firms, however, has been handicapped by the hesitant cooperation of some publisher-agents who tend to begrudge the extra discount necessary for the wholesalers and are reluctant to add to the administrative costs of handling an agency, promoting and hard selling an imported list with which his own original Canadian list can conveniently and profitably ride.

All publishers, but more especially university presses, have to cope with the very expensive task of filling orders for single copies of books requiring single invoicing. In an attempt to ease this highly expensive operation the "Co-operative Book Centre" was set up in Toronto twenty years ago by the majority of established publishers. For a number of reasons, the operation failed and was recently taken over by Maclean-Hunter. Potentially this purchase by a healthy commercial firm marks a very significant step forward in the industry and it is essential that this new organization receive full support of the publishers, if need be through support from the Canada Development Corporation. The efficiency of Canadian publishers who hold agencies is, of course, vital to the success of this new national wholesaler but, during the past two years, there is evidence in C.B.P.C. circles that a real effort is being made generally to improve service in the industry.

5. Export Markets

In relationship to sales to Britain, the United States and other countries, the export of original Canadian books is regrettably low at an estimated \$5.5 million dollars. One probable reason is that so many of the (genuine) Canadian publishers are foreign owned and their branches have, by tradition, tended to leave the export of their original books up to their British and

American owners who, in their turn, tend to regard a title from their Canadian branch as something of a bastard child which warrants less attention than the titles in the owner's own list. But few, if any, foreign owners of Canadian companies insist on the exclusive right to handle the books of their Canadian branch in the markets abroad. On the contrary they are prepared to give the branch freedom to make the best export arrangements possible. The point to be made is that foreign ownership tends to cause general lassitude about the export trade among foreign owned Canadian publishers and an unfortunate tendency to neglect it. Quite aside from profits at this stage in the development of the Canadian industry it is very important that Canadian authors become better known in the foreign markets; no Canadian author can feel he has reached full maturity unless his work is internationally recognized. This is the main reason that, in the past, many good Canadian authors have chosen to submit their manuscripts first to publishers outside Canada.

By any definition, original publication implies the acceptance and editing of an original manuscript. It matters not whether the publisher then arranges to have the book manufactured abroad or sells rights in England and the United States. In the end he may handle in Canada a smaller edition than that of the U.K. or U.S.A. but he is still the original

publisher. It is, however, of considerable concern that a greater effort be made to find means of marketing abroad those many Canadian books which, at best, may find only a small sale; in fact that all potential authors in Canada are aware that Canadian publishers have an international outlook.

In order to extend and expedite international distribution of its current and back list books, McGill-Queen's University Press became incorporated in London, England, and now publishes simultaneously in Montreal and in London, with a branch office at 70 Great Russell Street which we have shared with the two publishing houses for which we act as Canadian agents, Yale University Press and Columbia University Press. No other native Canadian publishing house, so far as we know, is incorporated in the United Kingdom.

In the university press business selling outlets abroad are essential because scholarship is international and because the prospective sale of only a few hundred copies of a Canadian scholarly book in the domestic market prevents its publication. The cultural importance of such books, however, justifies some governmental assistance in this area and has been available through Canada Council but not always on a sufficient scale.

6. Book Reviewing

The lack in Canada of a popular, authoritative book re-

viewing medium such as the New York Review of Books or the Times Literary Supplement has been a handicap to Canadian publishers. One such publication on a less ambitious scale, the Five Cent Review made its appearance late in 1969 and ran for four issues, when, having lost over \$1500, it ceased publication. The Canadian Book Publishers' Council is now considering ways and means of filling this gap. The larger Canadian newspapers review books in their week-end editions, but, with some notable exceptions, the reviewing tends to be mediocre and to play up current "best sellers". The review columns themselves may be lost sight of in the sheer bulk of other newspaper matter. Many of the learned journals carry good reviews of Canadian scholarly books but, unfortunately, their quarterly or semi-annual appearance seldom allows for the inclusion of a review at the prime moment of usefulness, i.e. within a week or two of publication.

7. Production Costs

Books are expensive to produce and the margin of profit (except for the "best seller") is small. Despite economies in reprinting books by photo-offset, typesetting costs have sharply increased as have printing costs and the cost of paper and binding supplies. They will continue to climb. Book prices necessarily reflect these higher production costs.

8. Working Capital

Whereas the publisher must pay printing costs when the contract is completed, it may take well over a year before he can hope to recover his costs from book sales. When this process involves a large number of titles, it is obvious that a publisher must have reserve capital upon which he can draw. The present plight of McClelland & Stewart, heavily in debt despite having completed the best year in the history of the house, underlines the precarious financial structure of Canadian publishing.

9. Foreign Take-overs

An increasing number of British and more particularly American publishers have dropped Canadian agencies to set up their own branches in Canada. This may have a beneficial result if they give their Canadian offices a high degree of independence and encourage original publication in Canada. They then become Canadian publishers in a very real sense. But if they merely distribute their own books or try to eliminate Canadian competitors they do a disservice to the Canadian book publishing industry.

10. Mergers

The above distinction must be understood in evaluating the recent purchase by American-based firms of W. J. Gage & Company's textbook division, and of the Ryerson Press. The

former appeared to be a take-over by Scott Foresman with little prospect of any benefit to Canadian publishing; the latter was not so much an American "take-over" as it was the merger of Ryerson (retaining the Ryerson name) with McGraw Hill of Canada Ltd., a firm that enjoys a large measure of local autonomy, that is managed by a Canadian and run by Canadians in the Canadian interest, and was incorporated as long ago as 1948.

11. Copyright

The effect on the Canadian industry of the "Manufacturing Clause" in the U.S. Copyright Act whereby, after the importation into the United States of 1500 copies, a book by an American citizen, or by a Canadian or other non-American domiciled in the U.S.A., loses copyright in the U.S. market unless the book has been manufactured in the U.S.A., need not be labored because this perniciously restrictive clause will have been mentioned in many briefs submitted to the Commission. It may be added, however, that the vast majority of American publishers are as anxious to see the clause repealed as are the Canadian publishers. A bill which will exclude Canada from the "Manufacturing Clause" is now before Congress. Agitation for amendment to exempt Canada from the clause has been going on for about four years but it is believed that opposition to amendment is now limited to the

U.S. printing unions and that the American Book Publishers Council will fully support any Canadian pressure.

Piratical book publishers are a diminishing race, but the ease with which pages, chapters, or whole books can now be photocopied by readers, teachers, librarians and others poses a new problem. Thousands of pages are photocopied every day in Canada with no compensation to the copyright proprietors. Librarians may post notices restricting photocopying to no more than one copy for the scholar's personal use, but with the increasing use of coin-operated machines supervision is minimal.

Fair use for scholarly research is one thing; reproduction of a chapter (or chapters) for classroom use is quite another. It saves the library the expense of stocking multiple copies of a book for student use, but by so doing it deprives the publisher of sales and the author of royalties.

The Canadian Copyright Institute has advocated imposition of a royalty charge of two cents per page copied, and recommends legislation to establish a central copyright clearing house for the collection of royalties from photocopiers.

IV Academic Publishing

It is hoped that members of the Commission will find time to read TO ADVANCE KNOWLEDGE: A Handbook on American University Press Publishing* which provides a concise and accurate statement on a branch of the industry which complements rather than competes with "commercial" publishing. Sections of this book explain in detail the economics of scholarly publishing and, by implication, underline the need to develop university press publishing in Canada although strictly within the limits of academic necessity. We have no selfish or ulterior motive in stating frankly that nothing but harm can come from an ambitious university administration deciding to start a university press without full knowledge of the large financial commitment necessary to make it operate efficiently. We believe that English Canada's need for some time to come can best be served by three strong university presses, Toronto, McGill-Queen's and a third located in Western Canada.

1. Special aims

A university press differs in a number of ways from a commercial publisher. First of all in aim. Whereas a commercial

* by Gene R. Hawes. Published for the Association of American University Presses. New York: American University Press Services, Inc., 1967.

publisher is in business to make money and in the long run must inevitably fold up if it does not succeed, the aim of a university press is to publish scholarly works which will advance human knowledge. The criterion is not "Will this book make a profit?" or even "Will this book recover its costs?" but "Does this book make a contribution to scholarship?" Because this is the criterion, textbooks, the most profitable source of commercial publishing, are automatically ruled out. (The only exceptions are certain experimental texts which would not otherwise get published, and textbooks for advanced study which have some claim to scholarship in their own right.) It has been said that university presses are in business to lose money. If they do happen to make money it is more likely than not through ancillary activities such as running a campus bookstore and a printing plant. Very occasionally a scholarly book will sell well beyond the publisher's expectations but, unlike the "commercial" publisher, a university publisher cannot expect that one or more good sellers in a fiscal year will make up for the losses on books during that period which failed to come up to sales expectations. Much less is normally spent on promotion than by a commercial press. The main financial strength of a university press lies in its back list and a good back list takes many years to build.

Without subsidization, a university press could not operate; the subsidies may come from its ancillary operations, from

Government, or from the sponsoring body or bodies. But since subsidies are seldom open-ended, business efficiency is essential in all operations of the press in order to operate within a fixed budget.

2. Manuscript procurement

In a university press, the procurement of manuscripts and the ultimate decision to publish are more complex operations than they are, generally speaking, in a commercial publishing house.

In times past, the productive scholar in Canada had great difficulty finding a publisher for his work; today publishers compete for manuscripts of superior worth. With the proliferation of colleges and universities and greater emphasis upon graduate research and productive scholarship, the academic community in Canada now initiates more publications than ever before. On the whole this is an encouraging sign for the university press. There are new and untapped resources which an alert editor can channel into a coordinated publishing program international in scope. On the other hand a premium is placed on selectivity. Every Ph.D. candidate laboriously compiling a dissertation fondly believes in its publishability whereas in cold fact it is the exceptional thesis that without thorough revision can be turned into an acceptable scholarly book. The academic publisher must be able to seek out and encourage those

few among the multitude of thesis writers who can make positive contributions to the world of learning.

3. Decision to publish

Unlike the commercial publisher who more often than not trusts his own judgement or that of his editorial staff in accepting or rejecting a manuscript, the university press relies heavily upon outside appraisal of manuscripts by academic specialists. At least two reports are normally obtained from experts before a manuscript is presented for further discussion to an editorial advisory committee made up of faculty members representing the sponsoring university, or universities. This process frequently generates criticisms and suggestions which are then sent back to the author. Acceptance may be made conditional upon satisfactory revision or the work may be rejected out of hand. In either case the press must pay its readers, frequently with nothing to compensate for the outlay, because the end result will be rejection of the manuscript.

4. Copy-editing

It might hopefully be assumed that academic authors would require less copy-editing than other writers. But experience does not bear this out. The scholarly author is often more intent upon what he has to say than upon how he says it, upon content rather than form. To maintain the highest scholarly standards of reporting and documentation, the academic editor

must check references and impose uniformity in methods of citation and other minutiae of presentation.

5. Design and Production

Traditionally university presses have been in the vanguard of the movement for improved, more artistic book design, including typography, format, layout, illustrations, book jackets, quality of paper, press work and binding; latterly they have helped to pioneer the more sophisticated modern methods of book production. Every university press book is in a very real sense a "prestige book" as it necessarily projects and reflects the high standards of excellence of the parent university or universities.

6. Production runs

Size of edition may also be a distinguishing aspect of university press books. Whereas the commercial publisher cannot afford to risk publishing a book if the market for it is known to be severely restricted, his academic counterpart is not restrained from publishing on this ground alone if the book meets a scholarly need. It may sell no more than 800 to 1,000 copies, and most of them to libraries, though this would not represent the average sales performance. Editions of 3,000 to 5,000 copies are not uncommon, but most university publishers cannot attempt turnover of inventory comparable with that demanded of the commercial publisher.

7. Journal publishing

Many university presses publish, in addition to books,

scholarly journals. In many disciplines today such journals which make quickly available the results of current research are more important to scholars than books. Highly specialized, these journals are expensive to produce and, with limited circulation, invariably require a subsidy. They commonly involve tables, graphs, special symbols and other typographical problems, and may require typesetting in foreign languages in addition to English and/or French.

Journal publication is considerably different in technique from book publication and, in fact, requires a separate department in order to operate efficiently. The publishing of learned journals is the duty of a university press but, to date, McGill-Queen's has found it economically impossible to become involved except in a peripheral way in the journal business in spite of considerable pressure from outside academic sources.

Three journals are connected in a small and special way with the Press but do not constitute a journal program. One of these journals, Queen's Quarterly, is an academic publication but with a broader "cultural" appeal than the specialized scholarly journal. Because it covers a variety of subject fields, however, it is ineligible for a Canada Council grant. It is not self-sustaining but it must meet ever increasing production costs and substantially increased postal rates. This, despite the recommendation of the Royal Commission on Publications under the chairmanship of Senator Grattan O'Leary

which recommended in 1961 that magazines of this type which served a cultural purpose and had a circulation of less than 5000 should be granted free mailing privileges.

8. Standards for the university press

We append to this Brief an official statement of the minimum qualifications which a university press must attain to become eligible for membership in the Association of American University Presses. This organization, to which two university presses in English Canada belong--Toronto and McGill-Queen's, and two in French Canada--Montreal and Laval--is of vital importance to the maintenance of high standards for academic publishing. The President this year is Dr. Marsh Jeanneret, Director of the University of Toronto Press--convincing evidence that publishing in Canada is not wholly dominated by publishing in the United States.

9. The expansion of scholarly publishing in Canada

The question arises: how many scholarly publishers does Canada need? There has been much well-meaning talk in university circles during the past five years about starting new university presses. The talk, however, has too often been based upon ignorance of the financial commitment involved in establishing a scholarly publishing house, and of the criteria for accreditation by the Association of American University Presses.

It is our firm belief that for some years to come three strong university presses can take care of most of the scholarly publishing needs of Canada, taking into consideration the fact that "scholarly" books are also occasionally published by "commercial" publishers.

The successful cooperation of two independent universities in two separate provinces represented by McGill-Queen's University Press will, we hope, lend encouragement to the establishment of a similar cooperative scholarly press in the Canadian West.* We join with the University of Toronto Press in our willingness to offer unqualified advice and assistance in any such venture, but we cannot look with favour upon the indiscriminate proliferation of small scale university presses in any part of Canada.

Miss Eleanor Harman, Associate Director of the University of Toronto Press, in a Memorandum and submission to the Commission on Post Secondary Education in Ontario (25 January 1971) takes a different point of view. Representing "the leading publisher in Canada in number of titles produced annually and...one of the four or five most productive university presses on the continent", Miss Harman observes that "embryonic presses or publication centres are in being or under discussion at other

* A University of Manitoba Press was incorporated in 1967 and it has recently been announced that the Publications Centre at the University of British Columbia has become the University of British Columbia Press.

universities in Canada, including several in Ontario." She offers them the hearty support of the University of Toronto Press. But then, after pointing out the pitfalls and obstacles to be overcome in creating and maintaining a number of autonomous university presses in Ontario, she suggests the creation of a centralized agency or authority to conduct in the name of all concerned (including the University of Toronto Press) such functions as editing, designing, producing, promoting, selling and accounting. This would leave the procurement of manuscripts and the decision to publish as functions of the individual presses, though some might wish to include editorial preparation and design, and even production and promotion. This central authority, which would do no publishing under its own imprint (but is somewhat ambiguously called by Miss Harman "The Universities of Ontario Press"), would require an initial capital grant to set up a central cooperative warehouse and business office, and an annual subsidy by the Ontario Government, in addition to such sums as the participating universities were prepared to contribute.

Inevitably the University of Toronto Press would dominate any such agency and ultimately would overwhelm it, not by intention but because it would be called upon to give an unreasonable amount of advice and practical assistance and would get little in return. It would, of course, obtain much-needed warehouse space--space out of all proportion to requirements of the newly created presses.

Whilst we are indebted to the University of Toronto Press for the "liberally supplied advice and assistance" accorded to our own operation in its early stages, and whilst we firmly believe in the largest measure of cooperation among scholarly publishers, we

do not believe that a central authority or agency which encourages any or all universities in Ontario to engage in scholarly publishing under their own imprints with massive public support is a justifiable expenditure of public funds or the best means of promoting the highest standards of Canadian scholarship and scholarly publishing.

In our recommendations at the end of this Brief, we indicate ways in which we think governments can lend support to scholarly publishing to more practical advantage.

Recommendations

Canadian publishers, traditionally strong proponents of the private enterprise system, would strenuously oppose any move toward nationalizing the book publishing industry. But there are ways in which Government at the federal and the provincial level can give needed assistance to an industry which operates on a very narrow margin of profit. Already, at the federal level, the Canada Council helps to subsidize publication of scholarly research and non-profit creative writing when judged meritorious by independent experts. University presses have been the chief beneficiaries of this policy.

We now recommend:

1. That every possible effort be made to persuade the Federal Government to bring pressure to bear on the Government of the U.S.A. to bring about the repeal of the "Manufacturing Clause" in the U.S. Copyright Act, and that provision be made in the new Canadian Copyright Act to protect copyright proprietors from unprincipled photocopying not for the private use of scholars.
2. That a graduated scale of grants, \$3000 to \$5000, be substituted for the present fixed grant in aid of publication of scholarly books made by Canada Council, and that grants be

extended to \$2500 to assist in publishing creative writing in Canada when judged to be of high literary quality;

3. That inasmuch as Federal grants of this modest range will often fall short of enabling a university press to publish major works on a "break-even" basis; and inasmuch as Federal funds are not now available to help subsidize non-specialized "cultural" publications which contribute to scholarship, we strongly recommend that the Province of Ontario inaugurate a program of grants in support of scholarly publishing. This would not require setting up a whole new agency if an annual budgetted sum were made available for this purpose to the Ontario Arts Council, to be administered by a Publications Committee.

4. That representations be made to the Postmaster General to consider reduction of postal rates on certain non-profitable journals, on all books, and on publishers' catalogues and other non-profitable advertising of cultural publications by mail.

The precedent for this is that for many years past the practice has been followed in the U. S. A. on the sensible grounds that the dissemination by mail of bona fide cultural material is in the national interest, and because the most significant means (often the only means in Canada) of effectively promoting a scholarly book is by direct mail.

The following comparison of present postal rates in Canada and in the U.S., as applied to university presses, is self-explanatory:

Canada

United States*

a) Third class printed matter
up to 16 ozs:

5 cents first 2 ozs
3 cents each additional 2 ozs

a) Third class printed matter
up to 16 ozs:

1.6 cents each oz

b) Third class book rate
over 16 ozs:

14 cents first 10 ozs
1 cent each additional 2 ozs

b) Third class
over 16 ozs:

8 cents per pound - books &
catalogues
11 cents per pound - miscel-
laneous bulk

*The United States postal rates quoted are those for authorized non-profit organizations. The non-profit rate for over 1 pound is 50% less than the regular rate.

5. That the export of original Canadian publications be stimulated through assistance from the provincial and federal governments as follows:

(a) By financial assistance in the establishment of a permanent showroom in London, in Paris and New York where at the time of publication, the output of Canadian books can be made accessible to the general public. Eventually these showrooms could become self-supporting but it is recommended that profitability should not be considered at the outset.

(b) By underwriting the cost of travelling book exhibits, to be set up by the Canadian Book Publishers Council, and then sent to Canadian embassies and consulates abroad for display along with catalogues of the exhibits for free distribution.

(c) By continuing to support the Canadian exhibit at the Frankfurt Book Fair and other important international exhibits.

(d) By including in the aid program to underdeveloped countries a supply of Canadian books. The print runs of the average Canadian book are normally very small because the domestic market is so small. This results in generally high retail prices and frequently in eventual overstocks because of the dangerous encouragement to the publisher to over-print in order to strike a more reasonable retail price. If substantial purchases were made by government as part of the foreign aid program, stimulus would be given to Canadian publishers to accept more worthwhile manuscripts which have to be rejected on economic grounds only and also would give confidence in the publication of manuscripts which are accepted. In relation to the above suggestion, the adage of the famous British publisher, the late Sir Stanley Unwin that "trade follows the book" should not be ignored.

6. That gifts made by Government on the provincial and the federal level to visiting dignitaries include a book or books selected from a list compiled by the Canadian Book Publishers' Council;

7. That the Canada Development Corporation or some other agency be empowered to make low-interest loans to publishers whose publishing program warrants support in the national interest;

8. That since Ontario University librarians spend, largely out of public funds, some \$10,000,000 annually on library supplies, the Ontario Government send directives to Chief Librarians bringing pressure to bear upon them to purchase books through Canadian rather than foreign suppliers whenever possible. Also that an effort be made to ascertain from librarians whether Canadian mark-ups or the lack of a dependable Canadian supplier who can give as good service for libraries as suppliers outside Canada is the more important reason for "buying around";

9. That every possible effort be made to stimulate the operation by Maclean-Hunter of what was the "Co-operative Book Centre". We believe that no part of the machinery of book publishing in Canada is more important than the successful operation of a national wholesaler which can, in particular, be geared to supply libraries across Canada with books of Canadian origin and imported books purchased through the authorized Canadian agent. It is sincerely believed that if a truly competitive wholesaler existed in this country, the foreign wholesalers would eventually

find that their operations in Canada were neither required nor fully profitable and would eventually choose to concentrate on other markets, including their own home markets. They are in Canada now in such force partly by default.

R. H. Strachan
Director

H. P. Gundy
Associate Director and
Senior Editor

7 April 1971

A CANADIAN EXPERIMENT

McGill-Queen's University Press provides a model for merger based on absolute parity between two long-established universities in separate provinces

ROBIN H. STRACHAN

On 15 January 1969 the formation was announced of McGill-Queen's University Press. The announcement read in part: 'This new university press will be the successor to the well-established McGill University Press. The parity merger is notable in that two famous universities, situated in two different provinces, and in all other respects independent of each other, have agreed to pool their resources. The policy of the Press will be to publish works of scholarly merit from any sources in Canada and abroad.'

McGill University, situated in Montreal, has for over a century developed its relations abroad, particularly with the countries of the Commonwealth and the United States; today its eleven faculties, many specialized institutes, centres, and schools draw students from more than one hundred countries. Queen's University at Kingston, Ontario, comparatively small and enviably compact (enrolment about 8,000), has long been noted for its influence in Canadian government circles through its departments of economics and politics. Since civil servants as well as academics breed scholarly books, the internationalism of McGill and the deep-rooted Canadianism of Queen's make a good mix, and it was in this favourable soil that the seed of the merger began to germinate.

In November 1967 I received the approval of Dr H. Locke Robertson, then principal of McGill University (with respect for their Scottish foundations both universities entitle their executive heads Principal rather than President), to visit Queen's University in order to discuss unofficially with some individual members of the administration and faculty a joint university press. Serious thought had in fact been given in the previous few years to starting a press on that campus. Following conversations with the then principal, Dr J. A. Corry, his designated successor, Dr J. J. Deutsch, and others, I was able to report that there seemed to be unanimous acceptance of the idea among a small but significant section of the Queen's academic community. The subject was then raised with both the board of management and the editorial advisory committee of the McGill University Press and, after some natural expression of doubts about the wisdom of relinquishing independent control of a scholarly publishing house, the opening of official negotiations was approved.

During the unofficial negotiations the following basic principles had been pressed for and agreed to:

1 / The merger had to be based on absolute parity.

2 / The publishing program of the McGill University Press had never been parochial, and manuscripts from anywhere in Canada or abroad had been considered on their scholarly merits only, although other factors being equal there was naturally some bias towards manuscripts that had a connection with the sponsoring university. It was established that this policy would continue in a joint operation, automatically eliminating any implication of a quota of manuscripts from McGill and a quota from Queen's being published each year. I feel strongly that any university press should have an international outlook because scholarship is international, although I appreciate that when a university press grows large and the publishing of too many titles becomes a danger, the press, in obligation to its sponsors, may have to become more and more inbred. This, however, is a practical publishing matter and not a matter of publishing principle.

3 / The 'plant' of the joint press would be centred in Montreal since publishing facilities were greater in that city than in Kingston. On the Queen's campus there would be an editorial office presided over by a member of the press with the title of Associate Director and Senior Editor. The flag flies just as high over the Queen's office as over the larger McGill office and the associate director participates fully in all matters of press policy.

The early stages of the negotiations were very smooth. Only the pressures of today's academic world delayed their completion. The letters patent of the joint press were issued in February 1969, approximately fifteen months after preliminary negotiations started, but in order to suit the fiscal years of both universities, the McGill-Queen's Press did not go into full operation until the middle of that year.

From January 1969, however, the now-joint editorial advisory committee was at work, meeting each month during the academic year alternately on the McGill and the Queen's campuses. The committee consists of three faculty members from each university as well as the director and associate director of the press. The chairman and vice-chairman are elected from among the faculty members, the chairmanship alternating annually between Queen's and McGill. The purpose of the editorial advisory committee is, of course, to protect the imprint of the press. I disagree with the policy of some university presses where the director serves as chairman, because it entails a risk either that he can manipulate decisions or that his advocacy of a project will appear biased. For practical reasons that may arise when there is fierce competition for a manuscript, the editorial advisory committee has delegated to the director the power of making a decision on the spot if he judges this essential, but he must justify that decision at the next meeting of the committee.

When the merger took place, the joint press was incorporated as a nonprofit business. The directors are equally balanced between the two universities: the two principals, two vice-principals, the director of finance of McGill and the vice-principal (finance) of Queen's, the two deans of graduate studies and research, a member of the board of governors of McGill and a member of the board of trustees of Queen's (both outside the administration or faculty of the university), the chairman and vice-chairman of the editorial advisory committee, and the director and associate director of the press. The board meets at least twice a year, and an executive council of six members meets when necessary to act between regular meetings.

I believe that it is as well to control a university press by separate board of management and editorial advisory committee, provided that the latter is kept informed of general policy and is prepared to bring to the attention of the board specific publishing projects that are of exceptional importance or require exceptional financing. In the case of our joint university press, the two bodies seemed essential because the general management of the operation is somewhat complicated by physical distance between the universities. A factor in the decision to merge was, however, that Montreal and Kingston are geographically comparatively close to each other and are easily accessible by road and rail.

The Canadian book business is still very personal, and it may be easier in this country than elsewhere to achieve and sustain a merger in a scholarly publishing operation between two independent universities. In this particular instance the traditional good relations between McGill and Queen's were certainly a help and also, to some extent, the fact that I was discussing the pros and cons of such a merger with friends of long standing from an earlier publishing career.

McGill University Press had, like all young university presses, been struggling economically since its foundation in 1961 but no particular pressures demanded that a merger with any other university be contemplated. The idea was fortuitous although there were special reasons in the fall of 1967 to consider a merger with Queen's. During the past decade there had been much discussion in Canada about setting up university presses. Some of this talk had been based on too little knowledge of the special economic difficulties (primarily exceptionally high overheads in a country larger in area than the USA with a tenth its population), and on too much enthusiasm for the easy availability on any university campus of manuscripts (good, bad, or indifferent). To set up a third independent university press within a hundred-mile radius of the large and very well-established University of Toronto Press and the small McGill University Press might be disadvantageous economically and of no significant advantage in the promotion of Canadian scholarship.

Much more important, however, were the facts that the early progress of the McGill University Press had been slow because of initial under-financing, and that

the high standard of research at Queen's made the prospect of a merger with that university particularly attractive. After less than two years of operation the success of the merger seems to be reasonably assured though there is provision in the terms of the agreement for a reassessment at the end of five years. Not only is the financial burden upon the sponsors of the joint press halved. Of greater value in the long term is the fact that two faculty bodies with rather different, but often complementary, research interests are potentially at work for McGill-Queen's and may be persuaded to lead us to publishable manuscripts. It would be foolish to presume that all members of both faculties support the idea of the joint press; but its foundation was approved, without difficulty, by both senates; and each time we succeed in publishing a useful work of scholarship I hope that the interest of faculty members increases.

In recognition of the international interests of the joint press, McGill-Queen's was incorporated in the United Kingdom and now shares a London office with Columbia and Yale university presses.

In the bicultural climate of Canada today some may wonder why no serious thought was given to a merger between McGill and one of the French-language presses in the province of Quebec. The answer is that such a negotiation would have been pointless except financially. McGill University Press and McGill-Queen's University Press have co-operated in every possible way with the French presses and the co-operation is mutual. We exchange business confidences, we discuss marketing problems, and we offer each other translation rights in the few cases when a scholarly book lends itself to translation or is economically viable in translation. When we talk of bilingualism among scholars in Canada we are normally considering the spoken rather than the written word, and it is only infrequently that a piece of scholarly research warrants bilingual treatment.

It is doubtless too early to determine whether this Canadian experiment has established a model which could be adopted to advantage elsewhere. Success depends in large measure upon the compatibility of the working partners. The universities need not be even roughly the same size, but they must have between them a recognizable common bond and a community of academic interests as the indispensable basis for a joint university press. Much, too, depends on the human factor of maintaining good communications, on common trust and confidence, and on the will to overcome obstacles and make a scholarly co-operative enterprise work.

GUIDELINES FOR ADMISSION TO MEMBERSHIP IN THE ASSOCIATION OF AMERICAN UNIVERSITY PRESSES

A. Preamble

The Purposes of the Association are to encourage the dissemination of the fruits of research and scholarship, and, in connection therewith, the development of university presses and the flow of scholarly publications both within and without the United States; to provide an organization through which the exchange of ideas relating to university presses and their functions may be facilitated; to afford technical advice and assistance to learned bodies, scholarly associations, and institutions of higher learning; to conduct forums to advance the research aims of scholars, and to conduct institutes to improve the research publication programs of colleges, universities, and other educational bodies; and to do all things incidental to and in furtherance of the foregoing purposes without extending the same.

B. Membership

There shall be one class of voting membership, namely, for the scholarly publishing divisions in North and South America of regularly constituted colleges and universities.

A university press is hereby defined as the scholarly publishing arm of the university or college or other educational institution, whose name it bears. Further, it must be an integral part of its parent institution or institutions and be so recognized in the manual of organization, catalog, or other official publication of the institution or institutions. Its organization and functions shall lie entirely within the prescription of its parent university or college or a number of parent universities or colleges.

Any press satisfying these requirements shall be eligible for membership whether directly or through a person representing it.

A member shall be elected by a majority vote of the full membership upon the recommendation of the Board of Directors. Such action shall be taken by the Board only upon recommendation of the Membership Committee after appropriate inquiry to determine that the applying press satisfies the requirements for membership and is conducting an active program of scholarly publishing.

A university press, by its very nature, must be dedicated exclusively to scholarly and educational ends; the failure of a press to adhere to such ends shall constitute grounds for the cancellation of membership in the Association; such cancellation shall be accomplished by the vote of the Association at the Annual or at a Special Meeting.

International memberships may be extended to presses affiliated with universities in parts of the world not embraced by the Americas and to university presses in the Americas publishing primarily in languages other than English. Presses in the Americas which publish in languages other than English and which otherwise meet the regular requirements for membership may have the option of choosing which category of membership they care to enjoy—regular voting membership or International membership. No initiation fee or dues will be charged to International members but each of them will pay their share for Association services which they take advantage of, such as attendance at Annual Meetings. International membership will be accorded by invitation only, extended by the Board of Directors upon the recommendation of the Membership Committee, and does not carry with it the privilege of voting either at Annual or at Special Meetings.

C. Desiderata for an Applying Press

In elaboration of the considerations contained in Paragraph 3 under Membership above, the following guidelines were applied beginning in 1965 by the Committee on Membership of the Association and were formally adopted by the Association in May, 1965 and amended in June, 1966 and June, 1970.

1. An active program of scholarly publication is hereby described as the publication of five or more scholarly books each year for a period of not fewer than twenty-four months preceding the date of application of a university press desiring membership in the Association. The word "scholarly" is here used in the sense of original research of a character usually associated with the scholarly in-

terests of a university or college of the first class. Textbooks, manuals of a synthetic character or intended for class use, and serial publications sponsored by, or under the control of, other departments or divisions of the university or college are not to be included in the aforementioned minimum scholarly publishing requirement. One or more scholarly journals may be substituted for one book to satisfy such requirement.

2. Such scholarly publishing program shall have the benefit of not fewer than three full-time employees, of whom one shall have the rank and functions of Director, and such official should report, organizationally, to the President of his university or college, or the President's deputy, rather than to any other department or division thereof.

3. The Committee on Membership of the Association shall have entire discretion to determine the adequacy of the funds allocated to the applying university press by its parent institution for purposes of the minimum program, or any more extensive program currently in progress. The word "allocation" is intended to embrace all funds, whether appropriated, derived from sales and other incomes of the press, or from endowment or other sources. The existence of a press revolving fund, with operating control of receipts from sales, to satisfy the legal and equitable requirements of author-contracts, shall be given important weight by the Committee.

4. The formal application and supporting organizational, statistical, and financial data from a press seeking membership in the Association shall be accompanied by a statement from the head of the parent institution outlining the immediate and long-term intentions of the institution for its press, and such statement shall include a scholarly and intellectual estimate of what such institution expects to realize from its press.

D. Admission

Admission of a new member to the Association shall be effective on affirmative vote of a majority of the members at a Regular or Special meeting.



ONTARIO

ROYAL COMMISSION ON BOOK PUBLISHING



BRIEFS

to the

ROYAL COMMISSION ON BOOK PUBLISHING

MAY 12, 1971

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

THE BOARD OF EDUCATION FOR
THE BOROUGH OF EAST YORK

MAY 12, 1971

THE BOARD OF EDUCATION FOR THE BOROUGH OF EAST YORK

670 Cosburn Avenue
Toronto 13, Ontario
421-4200

The Chairman and Members of the Board
of Education for the Borough of East
York respectfully present this Brief
to the Royal Commission on Book
Publishing.

D. A. Morrison

Director of Education
& Secretary-Treasurer.

THE BOARD OF EDUCATION FOR THE BOROUGH OF EAST YORK

670 Cosburn Avenue
Toronto 13, Ontario.
4211-4260

BRIEF TO
ROYAL COMMISSION ON BOOK PUBLISHING

OUR CHIEF CONCERNS ARE

- (a) the textbooks used in schools
- (b) the books purchased for school library collections
- (c) the instructional materials used in schools
(maps, globes, audio-visual aids, etc.)

OUR DESIRE IS THAT

- (a) textbooks, written by Canadian authors with Canadian students in mind and produced by Canadian publishers, become increasingly competitive with other texts of foreign origin.
- (b) Encouragement be given potential writers so that school library collections begin to reflect more and more an increasing creativity and productivity among Canadian authors.
- (c) the best material be available for our students regardless of origin.
- (d) that an atmosphere of Canadian opinion be fostered in the libraries and classrooms of our educational system.

THE UNIVERSITY OF CHICAGO

PHYSICS DEPARTMENT

PHYSICS 350

LECTURE 1

THEORY OF QUANTUM MECHANICS

LECTURE 1: THE SCHRÖDINGER EQUATION

1.1. THE SCHRÖDINGER EQUATION

1.2. THE WAVE FUNCTION

1.3. THE PROBABILITY DENSITY

1.4. THE EXPECTED VALUE

1.5. THE UNCERTAINTY PRINCIPLE

1.6. SUMMARY

1.7. REFERENCES

1.8. PROBLEMS

1.9. APPENDIX

1.10. INDEX

1.11. GLOSSARY

1.12. BIBLIOGRAPHY

1.13. ACKNOWLEDGMENTS

1.14. CONTACT INFORMATION

1.15. FOOTNOTES

OUR RECOMMENDATION IS THAT

- (a) through a system of incentives and subsidies administered in such a way as to remove any concern about possible political influence and patronage it be made increasingly practicable to use, in our classrooms, Canadian texts written and produced by Canadian authors and publishers and, in our school libraries, fiction, non-fiction and reference material of completely Canadian origin.
- (b) that consideration be given to the possibility of creating a Corporation empowered to solicit the services of writers and authors, to research, develop and publish textbooks which puts forth a view that fully reports all available Canadian aspects of an historical, cultural and vocational nature.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

CANADIAN HISTORICAL REVIEW

MAY 12, 1971

SUBMISSION TO THE ROYAL COMMISSION ON BOOK PUBLISHING

Presented by

Current and Former editors of

THE CANADIAN HISTORICAL REVIEW

Michael S. Cross
Assistant Professor of History
University of Toronto

Robert Craig Brown
Associate Professor of History
University of Toronto

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Professor of History
York University

John T. Saywell
Dean, Faculty of Arts
York University

April 21, 1971

SUBMISSION TO THE ROYAL COMMISSION ON BOOK PUBLISHING

Presented by

Current and Former Editors of

THE CANADIAN HISTORICAL REVIEW

RESUME

The purpose of this submission is to draw to the attention of the Commissioners the significant role played by scholarly publications and scholarly publishers in the Canadian publications field. It is our view that scholarly research, which is most often supported by the University presses, must form the basis of sound publications of works for schools, universities and the general reading public. For the most part scholarly publication is subsidized publication, and it is the view of the authors of this submission that the Commission should bear these considerations in mind when preparing their recommendations concerning the future of book publishing in Ontario.

SUBMISSION TO THE ROYAL COMMISSION ON BOOK PUBLISHING

The purpose of this submission is to draw to the attention of the Commissioners some general information concerning the publication of scholarly monographs and journals in Canada. The signatories have been closely connected with this aspect of publishing, each having served at various times over the past fifteen years as an editor of the Canadian Historical Review, the major scholarly publication in the field of Canadian history. What we have to say draws upon this limited experience, though we think it may have a broader application to scholarly publication in general.

The central point which we wish to make is a simple one, though its importance seems to us to be fundamental. It is that without adequate financial support for scholarly publication it would be extremely difficult for commercial publishers to produce adequately researched textbooks for secondary schools and universities or high level popular history for the general reader.

The publisher of scholarly monographs and journals bears the heavy responsibility of making available in published form the results of basic research. This type of publication may not appeal to a wide reading public but it must form the basis of the type of writing that eventually does reach students and the general reader. The point can

perhaps be illustrated by reference to concrete examples. Two books which have made a fundamental impact upon the interpretation of Canadian history are The Fur Trade in Canada by Harold Adams Innis, first published in 1930, and The Commercial Empire of the St. Lawrence by Donald Creighton, which first appeared in 1937. Innis' book was published by the Yale University Press, - his first book History of the Canadian Pacific Railway (1923), was published by P.S. King and Son, London - while Creighton's volume came out under the auspices of the Carnegie Endowment for International Peace. Neither of these seminal works would at that time, or perhaps even now, have found a Canadian commercial publisher. The reason is simple enough: the Canadian market for works of such a specialized nature was, and probably remains, too small to make these publications profitable commercial ventures. Yet these two books, embodying as they do the so-called "Laurentian thesis", reshaped the interpretation of the Canadian past. Moreover, these two books marked the beginning of the careers of two of the most prominent historians Canada has produced. Prior to the publication of these monographs, both Innis and Creighton had found limited outlets for their ideas and the results of their research in the pages of such academic journals as the Canadian Historical Review and the Canadian Journal of Economics and Political Science both published by the University of Toronto Press.

Since its foundation in 1920 the Canadian Historical Review has performed a unique function in Canadian historical writing. It would be no exaggeration to state that nearly every Canadian

historian, major or minor, senior or junior, has presented some portion of his research to a scholarly audience through the pages of the Canadian Historical Review. In that journal also much of the best critical reviewing of academic writing in Canada is found. Between September, 1958 and December, 1970 the Review published 149 scholarly articles and reviews of 419 books devoted to Canadian subjects.

It is through the existence of such journals as the Canadian Historical Review that young scholars have their first opportunity to present the results of their research to their peers. There also, mature scholars find a place to express new ideas and interpretations which may later form part of more substantial publications and ultimately make an impact upon historical writing generally. It is worth noting in passing that several articles published in the Canadian Historical Review have been awarded the Medal of the President of the University of Western Ontario for the best scholarly article published in a given year. Thus journals such as the Canadian Historical Review are indispensable to the growth and development of sound scholarship in Canada.

Nowhere can this type of publication be supported under normal market conditions, and certainly not in Canada. The market is simply too restricted. Today the subscription list of the Canadian Historical Review stands at an all-time high of 3,734, having risen from 1250 in 1958. Over the past decade, while the Journal's circulation has shown a steady growth, the University of Toronto Press has subsidized its losses to an

amount just under \$100,000.00. It is our understanding that during the period since 1965 the University of Toronto Press's total annual subsidy to books and journals has been approximately \$200,000.00 of which \$75,000.00 has been used to subsidize the publication of scholarly journals. These figures represent net losses; overall investment in these publications has obviously been many times greater. Without such financial assistance scholarly journals would almost certainly have disappeared, and many books would never have reached the booksellers' shelves. In short, without this subsidization, published Canadian scholarship, to the extent that it existed at all, would be an anaemic plant.

The Commissioners might recall that this assistance to scholarly writing is used almost exclusively for the production and distribution of the publications. Authors and editors receive little, if any, direct remuneration. Authors of articles published in the Canadian Historical Review receive no payment and the editors are paid a small honorarium. Authors of scholarly monographs usually receive a smaller than normal royalty rate. The publication of scholarly writing, then, is in no significant sense a profit-making venture for the author, the editor or the publisher.

Our point is to underline the important role played by scholarly publishers in the publication of that fundamental research which must form the basis of any advance in the knowledge of our country. Here we speak of the country as a whole

because university presses, especially the University of Toronto Press, serve the scholarly community throughout Canada. And, indeed, the impact of its publications has been felt well beyond the limited range of the academic community.

We respectfully draw these facts and comments to the attention of the Commissioners, not with any specific recommendations in mind, but rather to remind you of the existence of this peculiar institution, the scholarly publisher. It is our hope that wherever appropriate in the recommendations you make in your efforts to assist the growth of a sound and healthy book publishing industry in Ontario, the highly significant role of the scholarly publisher will not be ignored. An important segment of future publications relating to Canada, and thus Canadian education and culture, depends directly on the ability of the scholarly publishers to maintain and expand their role in the Canadian publishing industry.

Respectfully submitted,

Michael S. Cross,
Assistant Professor of History
University of Toronto
Associate Editor, Canadian Historical Review

Robert Craig Brown
Associate Professor of History
University of Toronto
Editor, Canadian Historical Review

Ramsay Cook
Professor of History
York University
Editor, Canadian Historical Review (1963-68)

John T. Saywell
Dean, Faculty of Arts
York University
Editor, Canadian Historical Review (1958-63)

April 21, 1971

Articles Published in Canadian Historical Review since September 1958: *

Sept. - Dec. 1958	- 4
1959	- 14
1960	- 10
1961	- 10
1962	- 12
1963	- 9
1964	- 9
1965	- 11
1966	- 14
1967	- 13
1968	- 14
1969	- 15
1970	- 14
	<hr/>
	149

* The Canadian Historical Review only publishes articles in,
or relating to the history of Canada.

Appendix II

Reviews Since 1958 - September:

Field of History Reviewed.						
<u>Year</u>	<u>Canadian</u>	<u>Brit. & Comm.</u>	<u>Eur.</u>	<u>U.S.</u>	<u>Gen.</u>	<u>Total</u>
Sept.-Dec. 1958	14	5	5	3	7	34
1959	21	18	14	12	11	76
1960	30	18	20	11	4	83
1961	38	29	16	15	4	102
1962	27	32	23	10	2	94
1963	27	30	24	17	12	110
1964	37	23	33	18	4	115
1965	32	26	25	16	5	104
1966	35	22	14	17	8	96
1967	36	26	20	8	-	90
1968	37	24	8	12	4	85
1969	43	23	14	14	-	94
1970	42	18	19	12	6	97
Total	419	294	235	165	67	1180

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

J. M. DENT & SONS (CANADA) LIMITED

MAY 12, 1971

R E S U M É

J. M. Dent & Sons (Canada) Ltd.

This Brief is intended to supplement the Brief submitted by the Canadian Book Publishers' Council.

We have presented:

- a) A Brief History of our Company.
- b) Some recommendations which we feel will enable publishers in Canada to continue to produce educational materials.
- c) Conclusion.

We feel that through most of the Fifties and Sixties we have shown that a publishing firm in Canada could exist profitably by publishing indigenous educational material.

This was done without borrowing abroad or obtaining Federal or Provincial grants to assist our publishing programme.

BRIEF TO THE ROYAL COMMISSION ON BOOK PUBLISHING

Submitted by: J. M. Dent & Sons (Canada) Limited,
100 Scarsdale Road,
Don Mills, Ontario.

C. SKINNER, President.

Brief History of Company

J. M. Dent & Sons (Canada) Ltd. is a wholly owned subsidiary of J. M. Dent & Sons Ltd. of Bedford Street, London, England. The English company was founded by J. M. Dent about 1888 and its present Chairman is F. J. Martin Dent. They are printers as well as publishers with both a general and educational list.

The Canadian company was started in 1912 with premises being purchased after World War I at 224 Bloor Street West, Toronto, directly across from the old McMaster University. The company was not incorporated as a limited company until 1935 but already had published DENT'S CANADIAN SCHOOL ATLAS along with other school and trade books. Since that time the Canadian company has concentrated on publishing Canadian books.

Until 1966 we operated almost completely without agency arrangements and in fact during a number of those years did not even sell the trade books of our parent company. Through the late fifties and early sixties approximately 90% to 95% of our sales were in

Canadian books published by our company. At one time, we had a Vancouver office with a staff of nine people.

Although we had published Canadian educational and trade books, we decided that we could not publish trade books profitably and have concentrated on educational material for the last ten years. We have some four hundred Canadian titles in print at the present time. However, we have had to let many of our titles go out of print in the last five years because of reduced sales.

In 1966 we purchased The House of Grant (Canada) Limited, another British subsidiary which had done an amazing amount of Canadian publishing considering its limited resources. In this purchase we gained Canadian authors, titles, and experienced personnel. We also arranged to represent several English and American companies formerly represented by The House of Grant. Looking back on what has happened to Canadian educational sales in the last five years this was a very timely move for us and has made it easier for us to continue our own publishing programme.

Nevertheless the sales of our Canadian texts have been drastically cut in the last four or five years and it is obvious that the gamble which was always present with original books is now so great that in many cases Canadian publishing, at least in the educational field, is no longer economical. The plant costs remain the same regardless of the size of the printing, and therefore sales below a certain minimum make publishing impossible if price is a factor. Besides the lack of profit to a publisher, so essential for investment in new projects, there is an increasing reluctance on the part of

authors to write in the face of smaller royalty returns.

Recommendations

The Canadian Book Publishers' Council in its brief has set forth the general problems, and as a member of this Council as well as of The Canadian Educational Publishers' Group we support both these briefs and have attempted not to duplicate what has been presented. We would, however, like to suggest some solutions based on the premise that this country would like to see preserved its own Canadian Publishing Industry capable of producing, where required, indigenous materials on a commercial basis. In this brief we are concentrating on the educational market and its problems.

1. Provincial educational authorities across this country must be convinced that Canadian publishing is in trouble and that they hold the solutions to most of its problems.
2. Present trends towards a proliferation of courses with multiple choices of materials have to be curtailed and brought within more practical bounds. We sense that many educators are already becoming alarmed at the extent of this trend. There are questions quite apart from the effect on our industry that need examination.
3. There is nothing inconsistent with imported materials finding a place in partnership with Canadian materials. However, a balance has to be preserved and this could be controlled through a specific division of budgets.
4. Budgets for educational materials should be identified and protected. They are most vulnerable to every economy measure and

often do not keep pace with the simple increase in costs. A static budget simply buys fewer books if their prices are increased and leads to smaller reprints at ever increased costs.

5. Illegal copying should be prohibited until a system of compensating authors and publishers can be devised.
6. Re-binding of books should be curtailed. A close examination of this practice would show several disadvantages as opposed to the economies gained.
7. Budgets should be available to ensure examination of new books. There should be funds for many types of libraries that publishers are now asked to stock with free copies. All copies for official examination and testing, including copies for Departmental Committees, should be purchased. Publishers should not be expected to provide desk copies. The exclusion of materials for consideration because the publishers draw the line on these requests is not academically sound. The demands on publishers for free books must be controlled.

With respect to Ontario, we feel that copies of each new book listed on Circular 14 should be purchased by the Province and sent to schools and consultants. This could vary with the subject and type of publication, but it would avoid the necessity for publishers to supply copies free of charge in order to make sure teachers are aware of the new material that has been listed.

8. It is probably too much to hope that pupils would ever again purchase their books at the elementary and secondary level, but it would be a tremendous boon to publishing and not without

gain for the public if they did so. At least attempts should be made to see that a book is not kept on simply because of the number already owned by the school.

9. We have already suggested to Government authorities that profits derived from the sales of Canadian books be taxed at a preferred rate. This, of course, would present accounting problems. However, some incentive is needed and possibly it could be tied in to the plant expenditure for each year as it applied to new Canadian titles. We are sure a formula could be reached if there is a desire to help.

Conclusions

Our publishing industry grew considerably in the late fifties and sixties, and was well on its way to supplying many of our educational needs with impressive, up-to-date material. The demands on it now with respect to the possible returns have reversed this in the last five years and many companies will suffer severely if the present trend is allowed to continue.

Our own company desperately wants to continue to publish. Furthermore, we hope that our own record is an answer to those who believe that only a Canadian owned company can be depended upon for indigenous publishing. Our General Editor and his two Senior Assistants have been with the company approximately eighteen years. It is this kind of experience that Canadian publishing cannot afford to lose.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

WELLAND COUNTY ROMAN CATHOLIC
SEPARATE SCHOOL BOARD

MAY 12, 1971

BRIEF TO THE ROYAL COMMISSION ON BOOK PUBLISHING
FROM
THE WELLAND COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD

The Welland County Roman Catholic Separate School Board makes the following recommendations to the Royal Commission on Book Publishing:

I - That the Department of Education reinstate the payment of grants to school boards for Canadian published text books and library books,

OR

That the Department of Education establish a book depository for the school boards, of Canadian text books and library books and supply these free, or at a nominal cost, to the school boards.

Rationale:

Definitely, the grants which the Ontario Department of Education paid to school boards towards the purchase of text books and library books stimulated the Canadian publishing industry.

The Department of Education paid dollar for dollar within ceilings set by the Department.

This was a good grant. You could see the "blossoming" of school and class libraries.

There was a need for this in the past and still is at present. As a result of the many purchases of necessary texts and library books, the Canadian publishers in turn began to produce more Canadian texts and library books.

II - That, when the Department of Education approves the building of a library, a definite sum, in addition to the sum approved for construction, be approved for Canadian published library and reference books, e.g. \$5,000.00.

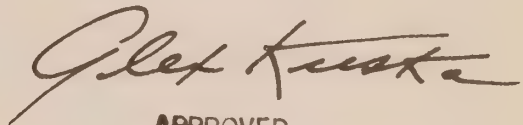
Rationale:

At the present time, the Ontario Department of Education pays a grant on the building of school libraries. The construction of a school library is about 1,000 square feet and would cost a school board about \$35,000.

In addition to this grant for mortar and bricks, the Ontario Department of Education pays a grant towards the purchase of furniture and fixtures in the library.

However, no grant is allocated for the purchase of books for the new library.

There are thousands of feet of empty library shelves in these newly constructed libraries. A specific allocation for the purchase of books would assist all students, teachers and publishers.



APPROVED
A. KUSKA
SUPERINTENDENT

66
BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

ONTARIO COUNCIL OF UNIVERISITY
LIBRARIANS

MAY 12, 1971

SUBMISSION TO THE ROYAL COMMISSION ON BOOK PUBLISHING FROM THE
ONTARIO COUNCIL OF UNIVERSITY LIBRARIANS

The Ontario Council of University Librarians comprises the chief librarians of the fourteen provincially-supported universities of Ontario. This council has been concerned with the plight of the Canadian book publisher because the university libraries, as part of their total cultural and information function, aim to collect, preserve, and make available Canadian publications comprehensively.

Of the several claims and proposals that have been advanced to assist the publishers out of their difficulties, the council wishes to make comments on two.

Publishing in Canada and the importation of books

The publishers see a direct and vital link between the publishing of books in Canada and the distribution in this country of books published elsewhere. In a brief submitted to the Ontario Commission on Post-Secondary Education dated January 25, 1971, the Canadian Book Publishers' Council states,

"The budgets spent on college library purchases are almost entirely drawn from public funds, and it seems hard that these funds are now used in such a way as to inhibit the scale of Canadian publishing operations. If the money now directed to foreign agents were channelled through the Canadian book industry, the increased flow would be a real stimulus to the production of more Canadian titles to the mutual advantage of both publishing and education". (p. 10)

This view has been put forward more recently to the Royal Commission on Book Publishing in more than one submission. The

Ontario Council of University Librarians recognizes several hidden assumptions in it, and wishes here to subject them to critical examination.

1. The publisher-agents assume that public institutions, specifically university libraries, carry an obligation to support them. The fact is that the institutions' prime responsibility is to the country at large, to its citizens and taxpayers. A university library must seek to provide the best possible combination of resources and services that its finances permit. It must get the best value from every available dollar. In attempting to do so, it buys from domestic suppliers whatever they can supply with reasonable promptness and at reasonable prices. What cannot be obtained quickly and economically in Canada must be bought abroad.
2. The publisher-agents view Canadian books as being in competition with books published outside the country. Librarians know that for university libraries this is not the case. The universities require books that are pertinent to their studies and research regardless of where they are published. They buy virtually all Canadian university-level books produced. In addition, they buy such foreign-produced books as are within their means.
3. The C.B.P.C. state, "We suggest that there are few works that are indispensable for educational use. If one is not

available, another is". (p. A2) The university librarians suggest that if the publisher-agents operate on the basis of this position they can never meet the requirements of the universities. While the statement may contain an element of truth in the case of, say, a high school textbook, it completely misses the mark so far as university teaching and research needs are concerned.

The range of a university's book requirements is enormous. A recent sample of additions to the University of Toronto Library during 1969 showed that more than 28,000 publishers from virtually every country in the world were represented. Far from its being the case that one book is very much the same as another for university teaching and research needs, it is actually true that a difference of edition or imprint may be of critical importance.

4. The implication of the publishers' statements is that vast sums of money are being spent by universities on "the direct purchase from foreign wholesalers of books available in Canada". (C.B.P.C. brief, p. 11)

In a recent newspaper one Canadian publisher appearing before the Royal Commission on Book Publishing is reported to have stated that "at least 75 per cent of the book purchases by Canadian university librarians are made through British and U.S. jobbers, even though the majority of titles involved are also offered by Canadian publishers and agents". (Globe and Mail, April 14, p. 1) The statement is a wild distortion of the facts.

A survey of the libraries of the fourteen provincially-supported Ontario universities reveals that \$10,400,000 was spent on acquisitions in the year 1969-70. Of this amount, \$3,145,000 was spent on new books, with dealers in Canada (\$1,485,000), in the United States (\$1,190,000), and in the United Kingdom and Ireland (\$470,000). That is, 30 per cent of the total amount for acquisitions was spent on the kind of material that the C.B.P.C. would see as the market its members would aspire to supply.

The remaining 70 percent was spent on new "foreign" books, on antiquarian materials, on periodicals, and on the wide array of non-book publications stocked by the modern library: documents, technical reports, microforms, maps, phonograph records, tapes, and so on. The Canadian publisher-agents, in general, do not claim to supply these kinds of materials.

According to Dominion Bureau of Statistics figures (supplemented by data from the Canadian Association of College and University Libraries) all Canadian college and university libraries spent a total of \$25,500,000 on acquisitions in 1969-70. If the experience of the Ontario universities is typical, collectively the Canadian colleges and university libraries would have spent \$7,650,000 on new books from Canada, the United States, and the United Kingdom and Ireland.

Again, if the Ontario pattern applies to Canadian colleges and universities in general, of the \$7,650,000, some \$3,615,000 would have been spent in Canada, \$2,890,000 in the United States, and \$1,145,000 in the United Kingdom and Ireland.

Had the Canadian publisher-agents received all of the U.S. and U.K. new book business from Canadian college and university libraries in 1969, it would have increased their gross for that year by 2.5 percent, from \$160,865,000 to \$164,900,000.

5. Canadian publisher-agents imply that they could in fact provide the books and the services that university libraries require. The C.B.P.C. state that while the relationship between the librarians and the publishers has been cordial, "it has also been generally frustrating to the publisher in Canada". (p. 9) Librarians are well aware that the frustration has not been one-sided. They have seen Canadian publishers and consortiums establish supply houses; they have placed orders; they have received the responses "No Canadian rights" and "out-of-stock"; they have watched as the arrangements collapsed. The cycle has been promise, frustration, despair. Orders placed, unfilled, and cancelled, have put the libraries to the costly and time-consuming task of re-placing those orders abroad.

In their relationships with book-dealers, the university libraries look for those qualities that good business practice demands. They need efficient service - responsive, quick and economical. Libraries expect their dealers to be able to provide not only the easily obtainable and profitable titles, but also the more fugitive ones from non-trade organizations, from obscure publishers, from municipalities. The Canadian publisher-agent has not demonstrated a capacity to offer this service.

6. More money in the hands of the publisher-agents would not necessarily lead to the publishing of more Canadian books. Publisher-agents, according to the Ernst & Ernst report (p. 17), controlled the distribution of 73 percent of the \$222,000,000 worth of books consumed in Canada in 1969. Of the \$161,000,000 business in the hands of the Canadian publisher-agents, 48 percent was in Canadian-made books (including adapted books), and 52 percent was in imported books. (p. 26) If adapted books are excluded, only one-third of the business done by Canadian publisher-agents is in truly Canadian books. That is, it takes two dollars in the business of importing and of adapting foreign books to support one dollar's worth of Canadian publishing. There appear to be no grounds for believing that if Canadian publisher-agents were given a comfortable monopoly on importation, they would not be content to emphasize this relatively lucrative and unriskey activity to the detriment of the publishing of Canadian materials. We would direct the attention of the Royal Commission to the Report on Intellectual and Industrial Property of the Economic Council of Canada (pp. 152-55), and especially:

"If there were some clear association between the amount of agency business available to individual publishers on the one hand and their support of Canadian authors and production of Canadian text books on the other, the cross-subsidization argument might carry somewhat more weight. But no very definite pattern of this sort is apparent."
(p. 154)

7. The publishers throughout their submissions refer to "Canadian publishers", "the publisher in Canada" and "the Canadian book industry". If, however, the "pure publishing activity is considered the Canadian, United States, United Kingdom ratio is calculated to be 19-59-22. Over 80% of publishing done in Canada is done by foreign controlled firms." (Ernst & Ernst report, p. 36) The Ernst & Ernst report goes on to observe that of the \$222,000,000 worth of books consumed in Canada in 1969 only one quarter of these were Canadian produced and manufactured from Canadian content; and, since 80 percent of them were published by foreign-controlled firms, only some 5 percent of all books sold in the country were authored by Canadians and published and manufactured by Canadian-controlled publishers. (p. 37) As a group, the so-called "Canadian publishers" are Canadian in only a very limited sense of the word.

Publishing in Canada and the practice of photocopying

The C.B.P.C. express their alarm at the growth of the practice of photocopying and see its leading to a loss of book sales and a consequent increase in prices. (p. 11) Librarians, while acknowledging that the photocopy machine has a very important place in libraries, are convinced that even if the machines were altogether outlawed, the move would have no appreciable economic effect on book publishing.

The results of studies already undertaken, and the preliminary results of studies now in progress, indicate that only a very small part (probably in some such range as two or three percent) of the photocopying done on university library premises is from Canadian books.

The fact is that photocopying is not a way of circumventing the need to purchase a book. For one thing, even at the minimum rate of five cents per exposure, it is just not an economical undertaking to photocopy something which is in print and readily obtainable. Neither libraries nor their users are likely to pay the price for a poor substitute for something which is commercially available within the time period in which it is needed.

For library users the photocopy is a time-saver, to a very large extent a substitute for note-taking. It permits the student or researcher to take down rapidly and mechanically what would previously have been handwritten abbreviations laboriously executed. It also allows him to take home with him something which he would otherwise be compelled to consult on the library premises.

For libraries, striving to meet their obligation to make public information as widely available as possible, the photocopy machine enables them to provide single copies of passages averaging a dozen pages from journals and books for research and study purposes. The photocopy permits them to make surrogate loans to their own users and to other libraries without tying up the original material in circulation transactions or in interlibrary loans. It allows them to replace missing or mutilated pages quickly, to preserve rare or fragile items, and to have access to materials that would otherwise be available only in microform or in expensive photostats.

The C.B.P.C. claim that "the obtaining of copyright clearances is not as a rule as onerous a task as it is claimed to be nor is it responsible for many of the delays attributed to it". (p. A1) This is very likely a valid statement, viewed in terms of the time scale in which publishers operate. The gestation period from manuscript to published book varies from a few months to upwards of two years, ample time in which to obtain permission to use copyrighted material. For the university library, dedicated to the task of making material available to users in the soonest possible time, copyright clearance is, indeed, a serious obstacle.

The cumbersome machinery proposed in the C.B.P.C. Appendix (pp. A3-A5) would not, we are convinced, show enough of a profit to publishers and authors to justify its implementation. We suspect, in fact, that the fees to be collected would not meet the costs of operation. The scheme would have the sole effect of inhibiting photocopying to such an extent that this valuable resource would be

lost to students and researchers. Again, we recommend to the Royal Commission's attention the Report on Intellectual and Industrial Property (pp. 160-67 and 230-32).

Conclusion

University librarians, with the publishers, believe in the importance and durability of the book as an effective and irreplaceable vehicle for communication and information transfer. Librarians also share with the publishers a concern for the survival of Canadian publishing. They do not, however, believe that the welfare of the publishers should be at the expense of the academic community and to the detriment of scholarship in this country.

The librarians believe that there are important common interests among Canadian publishers and those involved in university education. However, they regard the publishers' recommendations on the limitation of the right of libraries to import books and on the regulation of photocopying as fundamental points of contention.

The Ontario Council of University Librarians is concerned that, in publicizing their position on the basis of generalities and misleading figures, the publishers insist on proposals which, if implemented, would work seriously against the best interests of scholarship in Canada, at the same time as they would fail to influence appreciably the economic plight of the Canadian publishers.

We submit that a dispassionate and balanced assessment of the situation will reveal that on these points the publishers are, quite simply, wrong, and that the Royal Commission on Book Publishing will recognize this fact.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

GRIFFIN PRESS LIMITED

MAY 12, 1971

SUMMARY

The book publishing business is a microcosm of business in general.

The preservation of the Canadian identity is worthwhile.

Given leadership Canadians will do whatever is necessary to maintain their distinct identity.

People must control the means by which they are informed about themselves.

Text book market has declined because of changing modes of education.

Educational publishers have broad scope outside of traditional publishing but need support to achieve their potential.

School books which relate to the Canadian identity should be original Canadian productions through all phases from author and/or editor to printing and binding.

Governments should require that all book purchases made with tax-support be made from Canadian companies.

Canadian company defined.

It is my belief that, while your terms of reference are limited to book publishing, you are in fact examining a microcosm of Canadian business as a whole. I am one of those who has been consciously disturbed since the early 1950's by the steady growth of non-Canadian ownership in Canadian (or what I believe should be Canadian) economic affairs. Large scale non-Canadian ownership appears to be true of almost every line of endeavour except the very few industries which have been protected by legislative action. Whenever I have voiced my concern I have always received the following answer (a) if Canada does not have an ever-growing amount of foreign capital the Canadian standard of living will decline and (b) foreign capital is only available in return for ownership - loan capital is not available. The answer to the second of these is outside my competence but I always wonder when Canadian industry last tried to finance expansion by borrowing foreign money instead of giving away control.

As to the first it seems that if Canada is worth preserving Canadians must accept the fact that there is a cost involved as there is with anything worth having. The Fathers of Confederation were just as aware as we are that the economic pull in Canada is continental, running north and south. They were convinced, with the support of the majority of their constituents, that a separate, distinct British North America was worthwhile and proceeded to create, in partial defiance of economics, the country we must now preserve.



I have no doubt that if they are given the necessary leadership the Canadian people will respond even, if need be, at the cost of a lower standard of living. We should never forget that the greatest leader of this century won and held for five terrible years the confidence of the whole western world on a promise of "nothing but blood, toil, tears and sweat".

I can no more prove that an independent, home-owned book publishing industry is important to the preservation of Canada than Sir John Macdonald could prove the desirability of Confederation. It is something one knows in ones bones, it is an instinct, it is a truism. But, I am sure that a people who do not operate and control the means by which they are informed about themselves cannot long remain a nation.

The problems of Canadian publishing are, by now, well known to you. You are aware of the smallness of the market which makes costs high on a per copy basis; of the difficulty of obtaining bank loans because publishers do not own the kind of assets which banks want as collateral; of the overwhelming influence of American advertising and distribution resources; and of much else.

This is an age of great changes in all phases of life, brought about by technology and communications; these have changed old educational patterns and disrupted our cultural life. This has brought about a decline in the text book market in favour of new multi-media materials and in new approaches to learning.



Publishers can no longer count on long comfortable press runs from which profits gained were used to do general Canadian publishing.

I believe governments must be more aware of this and assist either by loans or grants for the new developments in the educational publishing field or by protection at the distribution level. Publishers on their part must expand their concepts of what publishing is.

I also believe that educational publishers in many instances are innovators and educators in the broadest sense of the term; publishing may consist of many services outside of book publishing. For instance publishers could direct teacher training programmes in particular or specialized areas. I feel that grants should be available to publishers who need help for this type of service.

The simple advertising folder attached as an exhibit describes a new series of study materials for elementary schools. The six pieces delineated and others in production have been conceived, written, edited, designed, printed and published entirely in Canada. This project came into existence in response to an appraised need - to fill a gap in instructional materials for Canadian children.

I see the problem as being something larger than simply the Canadian publishing business being in trouble. I would rather say that Canadian publishing is caught in a period of cultural revolution and if it is to make a contribution to Canadians we must see this as a challenge of great potential whose realization is not possible without assistance and support.

There are some things which governments can do to change the perilous state of book publishing in Canada.

For the long term: Loans on favourable terms or outright grants can be made to both Canadian authors and Canadian publishers who have demonstrated competence in their field justifying aid from the public purse.

For the long term: Governments can require that text books or quasi-text books must be completely Canadian (as to author and/or editors and publishers) in those areas which relate to Canadian identity such as history, geography and literature.

Immediately: Governments can require that all tax-supported buyers of books must make their purchases from Canadian companies. Many millions of dollars worth of books are now bought by Canadian educational institutions direct from non-Canadian jobbers. The loss of these profits is a significant factor in the weakening of the Canadian publishing industry. To make my meaning clear I define a Canadian publisher as one whose effective managerial, editorial and financial control is in the hands of persons domiciled in Canada, and whose ownership is substantially in the hands of persons domiciled in Canada.

Your report will be of great significance not only to Canadian publishing but, by reference, may influence the whole future of Canada.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

SAANNES PUBLICATIONS LIMITED

MAY 12, 1971

Royal Commission on Book Publishing in Ontario

April 29, 1971

We propose to set up a distribution system for soft-cover books published in Ontario. These books would be made available to all resort operators, hotels, motels, general stores, antique stores, drug stores . . . in fact, anyone who would place one of our racks in their establishments for tourists to see.

An inventory of \$120,000 (retail) would be the minimum feasible amount that would have to be sold during the three to four month season. Since most publishers will allow a 15% margin, our gross income would be \$18,000. We would hire three students who have had experience selling advertising for their newspaper or directories.

In order to accomplish the above, we would need a loan of at least \$40,000 at a low rate of interest, say 6%.

The above loan would be paid back in October or it could be applied to a new scheme which would make our books available in the USA for the Christmas season. We would like to make a further submission in the fall with regard to such a project, after our summer experience.

ESTIMATE OF EXPENSES, Summer Project, 1971

Salemens salary and expenses	\$ 7,200.00
Office administration and warehouse expenses	4,600.00
Computer program for billing and inventory	900.00
500 rack for displaying books	3,600.00
Interest on loan at 6%	800.00
Reserve for shrinkage and bad debts	<u>900.00</u>
	\$18,000.00
Initial inventory	15,000.00
Reorder inventory, after one month's experience	7,000.00

James Gall, President

SAANNES Publications Limited

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

UNIVERSITY AND COLLEGE PUBLISHERS'
GROUP OF THE CANADIAN BOOK
PUBLISHERS' COUNCIL

MAY 12, 1971



CANADIAN BOOK PUBLISHERS' COUNCIL

45 CHARLES STREET EAST, SUITE 701

TELEPHONE (416) 964-7231

TORONTO 5, CANADA

BRIEF

submitted by the

UNIVERSITY AND COLLEGE PUBLISHERS' GROUP

to the

ONTARIO

ROYAL COMMISSION ON BOOK PUBLISHING

May 5, 1971

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RESUME

This brief by the University and College Publishers' Group of the Canadian Book Publishers' Council notes the demand for more Canadian books for use as texts and reference books in universities and colleges, and that where the demand is large enough, publishers are actively searching for and producing books written, published and printed in Canada. It would be unrealistic to expect the relatively small Canadian market to support publication of all course books.

The Group, in common with other publishers, is disturbed that so large a proportion of university library purchases is made directly from wholesalers outside the country.

The costs of "sample" and "desk" copies are examined, and comments are made on the relation between these costs and the price of books.

There is need for a means to ease the translation from one official language to the other; it is felt that this is a proper area for subsidization.

BRIEF TO THE ONTARIO ROYAL COMMISSION ON BOOK PUBLISHING

BY THE UNIVERSITY AND COLLEGE PUBLISHERS' GROUP

The University and College Publishers' Group (UCPG) is a Special Interest Group of the Canadian Book Publishers' Council (CBPC) and operates within the Council constitution of 1970. The Council brief to this Commission includes this constitution and explains its workings, and there is no need to enlarge on this point.

Until this revised constitution took effect, the interests of publishers in the college field were represented in Council by a standing committee. This device seemed inappropriate under the new conditions. Sixteen publishing companies, all members of the CBPC, met in November 1970 to petition Council for recognition of the University and College Publishers' Group, and the Group was accepted in February 1971. A list of the present members of this group is attached as Appendix A of this brief.

The Group was formed in the belief that there are techniques, problems, and opportunities which face publishers of university books which either do not exist in other forms of publishing or which exist with a different emphasis. This brief is intended to outline some of these problems, to show how they are being met, and finally to indicate certain measures which might overcome the major difficulties. Many of the points affecting publishers were discussed in the Council's submission

to the Ontario Commission on Post-Secondary Education in January 1971. Pertinent sections of that brief are attached as Appendix B.

The publishing of books for the university market can be divided into two main kinds. First, there is the publishing of what are generally known as "scholarly" books -- those books which contain the results of one man's (or a group's) research and which constitute an "original contribution to scholarship". In general, the need for this kind of publishing is met in Canada by the English-language university presses of which there are now three (Toronto, McGill-Queen's, and U.B.C.). Other publishers have not entirely neglected this kind of publishing -- The Macmillan Company of Canada comes immediately to mind -- but since it is usually unprofitable, only a house endowed either with healthy profits from other publishing activities or with a marked sense of virtue can undertake to publish many scholarly books.

The other area is the publishing of books as basic college texts or as text/references for background student reading. Since the likely market for these books is much larger than for "scholarly" books, it is in this field that most university publishers concentrate. It is, of course, an incredibly diverse market, varying from a handful of students in the whole of Canada studying a certain course in a given year to a total of perhaps 35,000 students enrolled in certain freshman courses, such as psychology, sociology, and politics. Because curriculum differs so much from one university to another, there is never a real market of 35,000 for any one book, but some publishers have recorded sales of 15,000 copies a year of one title even in the relatively small Canadian market.

The technology of the printing industry on which publishers depend for the production of books has, in the main, concentrated on finding economical ways of producing long runs. There has been very little attention paid to the ways in which short runs might be made cheap and therefore economically feasible for the publishers. Consequently, the minimum "break-even" point at which a book begins to be profitable is generally around a minimum sales figure of 3,500 copies spread over a couple of years. This is not the place for a discussion of cost-demand curves, and these figures assume that the book is priced at a level which both the publisher and consumer consider realistic.

Since a market of this size is a pre-requisite, it is apparent that Canadian publishers cannot produce books for every course taught in Canadian universities and colleges. If we may generalize, the areas of most interest to publishers will be in the first and second year courses in social sciences, some humanities (but not, for example, in Russian or German) and in a few sciences and mathematics.

Textbooks in mathematics, and physical and biological sciences normally have more tables and illustrations than other books, and also involve more complicated type-setting. These factors make them more expensive to produce, and therefore longer press runs are required to keep the price of these books within acceptable limits. This tends to inhibit the production of books in these fields in Canada, unless the Canadian publisher can be assured of easy access to export markets. The question of exports also forms part of the Council's brief, and we do not wish to repeat the point. We do wish to reinforce it.

It is a truism to say that it is during his university years that a student is introduced to the thought and writings of international scholars. If an outstanding author in a certain field happens to teach and write in, say, the United States, then the benefits of his work ought to be as readily available to students here as elsewhere. Canada also has leaders of international fame in many academic fields -- but when these scholars come to publish their work, they have tended to look outside Canada for publication. Our domestic market makes any other solution impractical, but the agency system ensures that their work is available here, though at second hand. Assistance to Canadian authors to publish in Canada would enhance the prestige of Canadian publishing, and give a boost to our export potential.

In those areas where Canadian texts are definitely needed because of course content or because of a unique point of view, and a minimum market exists, Canadian publishers have been developing their programs rapidly and effectively. The bulk of this publishing is devoted to such areas as Canadian history, politics, sociology, economics, geography, and literature. A recent survey of members of our Group showed that Canadian books represent a significant proportion of all university-college sales. The highest percentages reported were 68% and 65%. The lowest was 'nil', but several publishers reported in the 35% - 45% range. The number of Canadian titles in print showed a nineteen-fold increase between 1961 and 1970. It is difficult to establish any definite correlation in this area of publishing between activity and Canadian ownership.

This increase in the number of Canadian titles published is to

be expected in view of the greater number of students entering Canadian universities and colleges in recent years, and also in view of a new emphasis on Canadian studies, but publishers are also actively publishing in less nationally-oriented fields.

The remainder of this brief will be devoted to three areas which are at present causing us most concern.

BOOK PURCHASING POLICIES OF UNIVERSITY AND COLLEGE LIBRARIES

Student enrolment in Canadian universities and colleges has increased from just 70,000 students in 1953-54, the first year of the beginning of expansion, to nearly 400,000 students in 1969-70. The number of books purchased by university and college libraries has increased at an even greater rate over the same period. Many more millions of Canadian dollars have been made available to these libraries, mainly drawn from public sources, for this rapid expansion. The libraries have grown not only to meet the needs of more students and faculty but, more important, to bolster the inadequacies of their collections dating from the paucity of funds allowed for books from previous decades. (There have been numerous library reports over the past several years pointing out the deficiencies in library holdings and urging that these be remedied.) There are, in addition, the many new college and university libraries starting their collections afresh. There were some 50 to 60 universities and colleges in 1953-1954 compared with some 150 to 160 in 1969-1970 -- a three-fold increase.

The organization and administrative procedures of libraries have

also changed. In 1953-1954 the majority of library books were purchased at the request of faculty with the librarian initiating only the purchases for standard reference type volumes. Today this is true only for the smaller universities and colleges and the librarians themselves, in most cases, initiate purchases in all fields with occasional suggestions from faculty.

With the change in library organization has come the tendency for the library to attempt to rationalize its purchasing systems. It was assumed, with some justification, that if books could be purchased from just a few wholesale suppliers the increased efficiency of the system would lead to economies even though individual book costs might be slightly higher. The emphasis in this period, therefore, seems to have been to acquire as many books as quickly as possible in order to have them available for the growing number of students and staff with secondary regard to cost and with no regard to the serious problems that the purchasing policies were creating for the Canadian publisher.

Speaking of costs, it is important to recognise that there is no doubt that a library can purchase certain books abroad more cheaply than through Canadian distributors. It is equally true that in a good many cases the Canadian distributors, through substantial discounts, can and do offer their books at a price no greater -- and often less -- than the price offered abroad. Both librarians and publishers could pick out many individual instances to bolster their own cases. If there is any small dollar saving, it seems paltry compared with the ill effects of the library policies on the health of the Canadian publishing industry.

Other briefs have argued more fully the importance of publishing in Canada, but assuming that we accept its importance then the relatively small extra cost to libraries as a result of repatriating their ordering policies would be a considerable economic boost when channelled through Canadian publishers. Our purpose here is not to decry the libraries but simply to describe the circumstances so that the effects of the libraries' actions can be understood in relation to the Canadian publishing industry.

University libraries now tend to purchase nearly all British and European books from wholesalers in Britain and continental Europe and all American books from wholesalers in the United States; or possibly all books, regardless of origin, from U.S. wholesalers. Even the smaller libraries with limited budgets find this system a convenience because they can acquire fully processed books from one supplier rather than have to cope with the processing of the books themselves.

In attempting to come to terms with the centralized buying policies of the libraries, the Canadian publishers have made various efforts to establish organizations which could effectively handle, as wholesalers, the book requirements of the libraries. Two of the better known are the Co-operative Book Centre and the Publishers' Academic Library Service. Although both organizations, and others, are operating actively, they unfortunately attract only a small portion of the libraries' book buying budgets. Other Canadian individuals have tried to establish wholesale book agencies with as yet limited success though with hopes of future expansion. In the meantime the U.S., and to a lesser extent the U.K., wholesalers wax fatter on the Canadian dollars our libraries are spending abroad.

It can be argued that since the books purchased abroad by the libraries actually originate abroad, that there should be no complaint from the Canadian publishers. The theory of international trade assumes that the optimum economies result from buying most cheaply, although rightly or wrongly this assumption of free trade has not been embodied in the history of our own country for most other commodities. The individual or institutional consumer of most goods is not free to purchase abroad commodities which can be obtained in Canada, without penalty of import duties. Again, rightly or wrongly, this is deemed to be the overall benefit of most Canadians. We do not begin to suggest that import duties be levied on college books but the same general principle of protection is applicable. It is to the benefit of the country as a whole and to our cultural values in particular that we have a healthy publishing industry which is sound and vigorous. In sum, a successful Canadian publishing operation must be of sufficient size to be able to spread its costs. This breadth can only be obtained through publication and sales of imported books as well as of Canadian titles. Only a publishing operation of some magnitude can reduce the unit promotional costs on each title to make distribution feasible in a country the size of Canada.

We now come to the heart of the matter. At the present time with the present total amount of money available to be spent on books by the public and by private and governmental supported bodies, there is no way that a Canadian publisher can exist on the sales of Canadian books alone without the support that he receives from the sales of books imported from affiliates or agencies abroad. The expansion of the economy and the comparatively easy supply of money for the last fifteen or so years has tended

to disguise this still very basic fact from us. We repeat, the Canadian publisher cannot exist on the publication and sale of Canadian books alone. A new publishing operation might exist for a comparatively short time if it is limited in size and blessed with imaginative and hardworking management and good luck. Subsidies, whether overt or hidden, will lengthen its life, or a willingness to forego normal profits. In the longer run, however, this means loss of the ability to attract investment capital or to borrow at reasonable rates. Without the sale of imported books, there can be no continued publishing and no Canadian books forthcoming except in these limited instances.

The university libraries spend at least 80% of their book budgets abroad and this is a conservative estimate. These millions of dollars are, of course, Canadian funds which should be spent as economically and fruitfully as possible. It seems a very great pity, for Canada culturally, that more of these funds cannot be channelled through the Canadian publisher so that this increased flow of capital could stimulate the production of more Canadian books to the advantage of the student and the Canadian publishing industry alike. Without this public support, now being largely withheld, it will take much longer before the size of the Canadian academic book-buying market becomes sufficiently large to support more Canadian publications on the scale which all of us feel is desirable.

As publishers we have no simple or firm recommendation that we can make to you that will be acceptable to all. We only know that the publishing of Canadian books is inhibited, thwarted, and stunted by the present purchasing policies of academic libraries -- one of the very

groups which, by its nature, should be the most concerned with the encouragement of the publishing of Canadian books.

THE COST OF SAMPLING

Sampling of new texts and supplementary books to instructors who are likely to adopt them for their courses is an accepted practice in Canada as elsewhere. If the sampling is done judiciously, it is probably the most effective way to promote new books. Because of changes in teaching methods, whereby books are recommended rather than prescribed and the lists of recommended optional reading have grown longer, the numbers of sample copies which are being distributed are increasing without necessarily a corresponding increase in sales. Although each publishing house has its own policy, there is universal agreement that the practice, as now established, is a constantly increasing burden. However, promotion of new books by a variety of means is essential, and careful sampling is both effective and as economic a method as has yet been devised.

In addition to the kind of sampling already described, the practice of supplying free desk copies is now firmly established. This practice simply means that complimentary copies of an adopted text are provided for all instructors who teach the course for which the book is recommended. At one time, this largesse worked well since a correlation could be established between these desk copies and the ultimate number of copies bought by students at their bookstores. Nowadays, with so many optional choices of readings, there is no certainty that the desk copies proffered will bring

an adequate return.

In the case of Canadian books the cost of providing these complimentary copies is obviously borne by the Canadian publisher. In most instances, the Canadian agent also bears the cost of providing free copies of imported books, and it is this particular facet which places the most financial pressure on the Canadian publisher/agent, reflected in increased overheads and hence in increased numbers.

It would be highly desirable if universities and colleges could make provision in their departmental budgets for the purchase of at least the desk copies. We recognize that many of the junior instructors whose income is small and derived mainly from grants and fellowships cannot easily afford to purchase all these texts, but we must emphasize that it is an increasingly heavy load on the publishers who must recover the cost through higher book prices.

SUBSIDIZATION

The possibilities and dangers of a system of subsidies have already been presented in several individual briefs, and we are conscious of the arguments but do not wish to take up the Commission's time by presenting them again. There is one aspect of subsidization, however, which might accomplish much in strengthening the ties between French-speaking and English-speaking Canada. We believe firmly that subsidies from government-sponsored organizations such as the Canada Council to facilitate translations from the one language to the other are most



important. In the past, those subsidies which have been available have mainly been directed into books of a general nature. The paucity of Canadian texts in either language has already been noted, and the lack of funds for translation only accentuates the situation.

It seems obvious that there would be great advantages if funds for the cost of translation of Canadian academic works, whether texts or reference books, were readily available. This will still leave the publisher with the normal market risks inherent in all publishing, but will leave him better able to meet the competition of imported books.

APPENDIX A

UNIVERSITY AND COLLEGE PUBLISHERS' GROUP

MAY 1, 1971

Addison-Wesley Canada Limited
36 Prince Andrew Place
Don Mills 403, Ontario
447-5101

Thomas Allen & Son Limited
50 Prince Andrew Place
Don Mills 403, Ontario
445-7850

Bellhaven House Limited
1145 Bellamy Road, Suite 2
Scarborough 707, Ontario
291-4427

Burns & MacEachern Limited
62 Railside Road
Don Mills 400, Ontario
447-5131

Collier-Macmillan Canada Limited
1125B Leslie Street
Don Mills 403, Ontario
449-6030

The Copp Clark Publishing Co. Ltd.
517 Wellington Street West
Toronto 135, Ontario
366-4911

Doubleday Canada Limited
105 Bond Street
Toronto 200, Ontario
366-7891

Encyclopaedia Britannica
Publications Limited
151 Bloor Street West
Toronto 181, Ontario
925-9531

Fitzhenry & Whiteside Limited
150 Lesmill Road
Don Mills 405, Ontario
449-0031

General Publishing Company Limited
30 Lesmill Road
Don Mills 403, Ontario
445-3333

D. C. Heath Canada Limited
100 Adelaide Street West, Suite 1408
Toronto 110, Ontario
362-6483

Holt, Rinehart and Winston
of Canada Limited
55 Horner Avenue
Toronto 530, Ontario
255-4493

Longman Canada Limited
55 Barber Greene Road
Don Mills 403, Ontario
444-7331

The Macmillan Co. of Canada Limited
70 Bond Street
Toronto 205, Ontario
362-7651

McClelland & Stewart Limited
25 Hollinger Road
Toronto 374, Ontario
751-4520

McGraw-Hill Co. of Canada Limited
330 Progress Avenue
Scarborough 707, Ontario
293-1911

George J. McLeod Limited
73 Bathurst Street
Toronto 135, Ontario
368-4621

Methuen Publications
2330 Midland Avenue
Agincourt 742, Ontario
291-8421

Thomas Nelson & Sons (Canada) Ltd.
81 Curlew Drive
Don Mills 400, Ontario
444-7315

Oxford University Press
70 Wynford Drive
Don Mills 403, Ontario
429-2941

Prentice-Hall of Canada Limited
1870 Birchmount Road
Scarborough 706, Ontario
293-3621

Random House of Canada Limited
370 Alliance Avenue
Toronto 334, Ontario
766-6111

Saunders of Toronto Limited
1885 Leslie Street
Don Mills 405, Ontario
445-6121

Van Nostrand Reinhold Limited
1410 Birchmount Road
Scarborough 733, Ontario
751-2800

John Wiley & Sons Canada Limited
22 Worcester Road
Rexdale 605, Ontario
677-5080

APPENDIX B

EXTRACT FROM THE CANADIAN BOOK PUBLISHERS' COUNCIL

SUBMISSION TO THE

ONTARIO COMMISSION ON POST-SECONDARY EDUCATION

The Faculty-Publisher Relationship

Any publisher whose list includes books suitable for use in post-secondary institutions will agree that the vital element of publishing in the college field is the individual contact between the teacher, whatever his academic rank, and the publisher through his representative or through letters.

This contact provides the channel through which the teacher learns of new books in his field from which he selects the text for his course. The usual practice is for the publisher's representative to show or present to the teacher sample copies of any likely texts, and until a few years ago the selection was finally made of one -- or possibly two -- books which then formed the core of the course, and which the student relied on for most of the factual information he required.

Recent changes in classroom technique have resulted in a trend away from this emphasis on "required" texts and an increasing reliance on a list of "recommended" books for student reading. This list may consist of from three to twenty or more books, and students may or may not buy copies of each. This development has been particularly marked in the social sciences and the humanities, and it has transformed the market for

books from one of reasonably certain calculation to one of considerable doubt when the publisher tries to forecast the likely demand each year.

This doubt, expressing itself in smaller quantities of each title being printed, perforce increases the unit cost. It is a commonplace in publishing economics that the greatest part in the expense of publishing a book has been incurred before a single copy has been printed or bound. The heavier costs are encountered in the stages of type-setting, proof correction, art work, colour processing, and engraving for illustrations. The more copies of the book that are printed from the metal type or lithograph plate, the less will be the unit cost of each copy.

Publishers recognize, however, that this trend in reading choice is backed by compelling educational argument and should, in the long run, lead to a wider and more informed reading public who have learned to value books not as mere texts but as perpetual and relevant sources of information and pleasure. With the change in the use of books in education, the sharp distinction between "trade" and "text" books (that is to say, books sold through public book stores for general reading and books used exclusively by students) is beginning to blur and fade, and it is becoming increasingly misleading to describe publishing companies as being exclusively "trade" or "text" publishers.

College faculty have another most important relationship with publishers in that they are the people most likely to become authors of books which may be published either as educational or trade books. At the present time, this relationship is particularly important because of a remarkable increase in the enrolment in the social sciences and humanities

in which a Canadian point of view is intensely significant: and because of the great current interest in Canadian institutions and values. Books that will help to explain the two great language divisions of Canada to each other, for example, can only be expected to come from our own authors; the same is true of Canadian history, literature, and the study of our original peoples, the Indians and Eskimos.

The Canadian book market is clearly much smaller than the markets open to British and American authors in their own countries, and financial reward in the form of royalties is correspondingly smaller. Authorship is therefore not overly attractive to faculty members; it is financially far more interesting to teach a Summer Session, for example, than to spend the same time preparing or writing a book. Few publishers can fully compensate a teacher for the loss of income and consequently many worthwhile publications become very difficult to undertake. The shortage of books written, published, and printed in Canada is certainly a result in part of the difficulties put in the way of authorship.

This factor becomes even more acute when the possibility arises of publishing a work which is important in its field, but for which the audience is too small to sustain publication. Every publisher can cite cases of receiving manuscripts which are intrinsically excellent but for which the market in Canada is only a few hundred. When the topic is essentially Canadian, it is unlikely that a foreign publisher will be willing to share publication. Eventually not only publication but also scholarly research becomes inhibited.

The type-setting of mathematical and scientific formulae makes

scientific books especially expensive to publish in any country, and scientific publishing in Canada has definitely lagged to the detriment of scientific research and accomplishment in this country. The limited market for advanced books in Canada precludes publication without some form of direct assistance.

At this point it is relevant to point out that scholarly research carried out in one of the two official languages of Canada is not usually available in the other, and that little assistance is provided for translation. This factor works to preserve the isolation between the two cultures and while French-Canadian and English-Canadian publishers have begun during the past two or three years to come closer together and to exchange more information than before, they cannot reasonably absorb the costs of translation in addition to the usual development costs.

THE CANADIAN BOOK PUBLISHERS' COUNCIL THEREFORE RECOMMENDS that the Commission advocate ways in which the Ontario Government might:

(a) make contributions towards the costs incurred by authors in the preparation of publishable manuscripts either by means of research grants or by loans which may be "forgiveable" or repayable after the author can be considered to have secured a reasonable reward from his work. For example, repayments on the loan might commence only after royalties had reached a point equal to the loan;

(b) make grants or other contributions towards the cost of translation between the two official languages of Canada.

The Student-Publisher Relationship

The college student is the user of the great majority of books published for the post-secondary market, and thus bears the full effect of the costs involved. However, there is almost no direct contact between publisher and student since the latter has little choice in the books he

buys. They are available to him in college bookstores upon faculty recommendation, and he seldom sees a publisher's catalogue or reads of new books through reviews in daily newspapers or periodicals. Perhaps at this point we may bring the Commission's attention to the findings of the Special Senate Committee on the Mass Media that the daily and periodical press in general allow quite inadequate space for book reviews and should make more provision for them as an important aspect of national culture.

This lack of direct contact can lead to misunderstanding, and there is a long history of protest, be it mild or strong, from students who are concerned with the cost of books to them. The role of villain is frequently assigned to the bookstore, and occasionally to the publisher.

The cost of books affects each individual student only for a period of two to four years, but publishers are naturally aware of the trends over much longer periods, and observe that in the United States the price of text books increased by a total of only 11.7% over the period between 1960 and 1968 according to statistics from the U.S. office of Health, Education and Welfare. The increase in Canada may be taken as similar since so large a proportion of college books is imported.

The figures prepared by the Department of Industry, Trade and Commerce in October 1970 show that only 13% of college textbooks are of Canadian origin. This figure may seem small in view of the outcry from Canadian students for more texts written and published in Canada with a greater Canadian content. In fact, Canadian publishers have been very active in those disciplines where Canadian content is important. These disciplines include history, sociology, economics, politics and other

social sciences, and also the humanities, particularly Canadian literature and fine art. In the physical and biological sciences, it would be hard to find a specifically Canadian viewpoint. These are the very books which because of the high cost of production (due to profuse illustration together with charts and tables) cannot be published economically for the Canadian market alone. Under normal conditions of production, the minimum point at which the publisher "breaks even" on a book in social science or literature would be roughly 3,500 copies. The higher production costs of scientific texts advance this break-even point to around 10,000 copies. In this field, too, the publisher is faced with much greater competition from foreign publishers, so that only a small portion of the total market is attainable.

In an attempt to redress this lack of communication with students, publishers have been eager to support any attempts to explain their industry, including the courses offered by the University of Toronto Department of Extension on publishing methods and problems. These courses have been very well attended and we feel that there is room for other similar courses, of which some might deal with specific aspects of production methods and editorial techniques. Not only will the publishing industry become more widely known, but some students will be attracted to an important Canadian industry.

The Bookstore-Publisher Relationship

We strongly believe that a first-rate bookstore, well-housed, well-administered, and well-stocked, makes a key contribution to the college

community. While there has been general improvement in college bookstores over the past few years, this improvement has been due to the changing bookstore role in individual instances. Such a store is no longer a mere book depository which a student visits once a year during the registration week to draw, as in a quartermaster's store, his books for the year. Rather it is a place for frequent visits throughout the year where well-trained staff are qualified to discuss and recommend new and standard books in stock to meet the needs of individual students and faculty.

We could wish that this improvement were universal, and that the excellence of a few stores were certain to become commonplace in the near future. An area of three square feet of selling space in the bookstore for every enrolled student is recommended by the National Association of College Stores as a minimum requirement. Nowhere is this met in Ontario, and it is approached only on one campus. We strongly recommend that the development and operation of college bookstores be given much more consideration by college administrations during the planning of college buildings and services. We also recommend that as much emphasis and assistance be given to the development and status of bookstore managers and staff as that given to members of faculty, librarians, and administrative staff.

It should be remembered that in many communities, one of the leading bookstores -- perhaps the only well-stocked store actually devoted to books -- is on the college campus, and that this bookstore fills the needs of the community outside the college itself. To serve this wider group it is necessary for the college bookstore to stock a good

selection of good children's books, general literature, and even the more serious periodicals. The potential cultural impact of the college bookstore both inside and outside the college community cannot be overstressed.

THE CANADIAN BOOK PUBLISHERS' COUNCIL THEREFORE RECOMMENDS that university budgets make adequate provision for creating and maintaining bookstores of a high standard with professional and knowledgeable staff.

BRIEF
to the
ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:
ONTARIO TEACHERS' FEDERATION

MAY 12, 1971

INTRODUCTION

The Ontario Teachers' Federation is the governing body of Ontario's teachers and as such is involved in many areas related to the teacher - before, during, and after the teacher is in the classroom. Much of the Federation's work is centred in its committees - standing and special - which explore areas such as teacher education, educational media, educational resource technicians, outdoor education, continuous progress - to name but a few. The Federation is, therefore, vitally concerned with the tools available to the teacher and does publish some such tools itself. Indeed, it is this concern which caused OTF's dismay at the recent sale of W.J. Gage and Ryerson Press to American interests.

OTF RESOLUTIONS RE: CANADIAN BOOK PUBLISHING

Reaction to these sales undoubtedly played a large part in the drafting of three resolutions passed at the Winter Meeting of the OTF Board of Governors, the text of which is as follows:

1. That the Canadian Teachers' Federation be requested to urge the Canadian Government, through the Provincial Ministers of Education, to investigate cost-sharing formulae with Canadian book publishers with a view to

providing Canadian works of a high standard in French and English for use in schools of all provinces of Canada.

2. That OTF request the Ontario Institute for Studies in Education to conduct a study to determine the extent of the American influence on the Ontario education system to include: textbooks, audio-visual material, teaching personnel and other related material.
3. That OTF through CTF urge the Council of Ministers to make grants available to qualified Canadian scholars for research directed to the preparation of text and reference books for Canadian schools.

OTF would like to elaborate somewhat on the above resolutions.

1. OTF realizes that book publishing is a business and that publishing houses must therefore operate on a profitable basis.

OTF also realizes that publishing is a business with a high risk factor, that many textbooks are published which are never listed as approved texts, that many textbooks which are so listed never sell in large quantities. Indeed, OTF is aware that one failure can wipe out several moderate successes.

OTF also realizes that publishing in small quantities is expensive - the smaller the quantity, the higher the unit - and that in

many subject areas there is a maximum price that the market will bear, that sometimes the publisher may barely break even, and that often he may publish at a loss. Is this not what has forced some Canadian book publishers to sell out? Nevertheless, without the dedication of Canadian book publishers, who would have published many of the truly Canadian books available today?

It is in full recognition of these facts that OTF wishes cost-sharing formulae to be worked out which would enable Canadian book publishers to remain in business and still be able to publish Canadian material (in English and in French), even in small quantities.

2. OTF is deeply concerned that there may be an unduly strong American influence on the Ontario education system. It is in this regard that it was resolved to ask the Ontario Institute for Studies in Education to investigate this influence.

Since many of the publishing houses in Ontario are American-owned, many of the textbooks produced for use in Ontario schools are adaptations of existing American texts. Also, American-manufactured audio-visual materials are sometimes imported and used without even the lip service of a Canadian copyright.

OTF does not wish to state categorically that anything

American is bad or unwanted. It is always useful for a teacher to be able to present a given situation from different points of view. But what if there is no Canadian account of the situation and the American is used instead? Hopefully, the results of such a study undertaken by OISE would provide concrete and accurate figures. There is much talk about American influence, with various examples being cited, but no overall picture exists. Such a picture would be extremely useful and worthwhile.

3. The paucity of Canadian materials prompted the suggestion that grants be made available for the research and preparation of such materials. If we truly want Canadian text and reference books, it is only fair that an author be compensated for the time and effort he puts into the research and development of them.

Such an author might be granted a sabbatical leave in which to do his writing; or if he should wish to continue teaching, he might be given a cash grant to compensate for evenings and holidays devoted to his task. Whatever the author's situation, some monetary compensation will be necessary, even more so if he is writing in an extremely specialized area where his royalties are likely to be minimal.

The adaptation of existing American (or other foreign) materials

is neither satisfactory nor desirable for it does not answer the need for truly Canadian materials. It is a stop gap measure which "Canadianizes" the top layer. What Canada needs is Canadian authors who will develop Canadian materials from the embryonic to the adult stage.

OTF feels very strongly that Canadians must originate and develop materials for use in Canadian classrooms.

OTF'S PUBLISHING PROGRAM

The Federation's involvement in publishing was alluded to in the introduction to this brief. The Ontario Teachers' Federation is, in a real sense, a member of the Canadian book publishing industry; however, its publishing program is quite distinct for several reasons.

1. OTF is primarily a service organization, and publishing is one of the services provided to OTF's membership.
2. OTF's publications are usually the result of the work and findings of committees and conferences coming under its aegis. These publications are often of a specialized nature and, therefore, have limited readership, e. g. Education Finance in Ontario. Many of them would not be published by

a commercial publisher as they would not be profitable ventures. Almost exclusively, these publications are unique in the material they contain and their treatment of it. In other words, they are intended to fill the gap left by major publishers, thus providing the Ontario teacher with information which would otherwise probably remain unpublished and, therefore, unavailable.

Some of OTF's publications may be considered textbooks, e. g. Outdoor Education Manual; others are reference materials, e. g. School Library Standards; others keep the membership aware of the Federation's activities in areas such as professional negotiation procedures and unemployment insurance. All of OTF's publications have one thing in common: they are aimed at the teacher, not the student.

3. The Federation generally publishes in small quantities - 2,000 or 3,000. Many of its publications are only 16 or 24 pages in length.

OTF publishes on what it terms a "cost-recovery" basis. This is not strictly true, however, as overhead, staff time, etc. are not offset in arriving at a price; rather,

OTF's selling price is arrived at by taking the actual per unit manufacturing cost (typesetting, camera and plates, paper, printing and binding, and designs, if required) and adding a small amount for postage and handling.

OTF usually publishes in a shorter period of time than commercial publishers as its publications are rarely lavish productions. OTF often provides the printer with camera-ready copy which is typewritten so that all the printer has to do is shoot it, make plates, and run it, e.g. The Non-Graded School.

Many of OTF's publications are saddlestitched with a Mayfair cover with type only, using Cartier Litho 120M inside. Some are Cirlox bound with Kromekote covers and Georgian Smooth 120 M.

Frequently, OTF's publications consist of stencilled sheets which are collated at the Federation and sent out for binding. The binding usually consists of Mayfair cover, sidestitched with tape down the spine.

The only casebound book OTF produced, The Ontario Teacher, was published in conjunction with W. J. Gage Limited. The OTF Reporter, the Federation's quarterly,

is the only four-colour publication OTF puts out. Two-colour publications are rare also, e. g. What It's All About.

It is not how the publication appears, but rather what it says, that is important to OTF. The Federation publishes for Ontario teachers by Ontario teachers.

The largest impediment to an increased involvement in publishing by OTF and its affiliates is that of financing a more comprehensive program. To increase the Federation's present output would require additional staff in order to handle the editorial (copy and developmental), production, promotion, and marketing aspects of the program. There are no present plans for such a development.

A list of OTF's current publications is appended to this brief.

ONTARIO ASSOCIATION FOR CURRICULUM DEVELOPMENT

OTF is one of the many sponsors of the Ontario Association for Curriculum Development (another of which is the Canadian Textbook Publishers' Institute). The theme of the 1970 OACD Annual Conference was "Curriculum for a Canadian Identity". The conference participants were divided into groups for

discussion of the theme. The conference report, published in early February 1971, contains the reports of the various discussion groups and makes interesting reading for anyone concerned with Canadian curriculum. It is especially enlightening when one realizes that the participants were people from many different spheres of interest - all of whom are connected with education, albeit - such as teachers, administrators, trustees, students, publishers. The consensus arrived at by the majority of the discussion groups was that a Canadian Studies course be instituted. In many cases, it was suggested that such a course be available throughout Canada. If this suggestion were to be enacted, what better reason for Canadian book publishers to publish Canadian?

A copy of the 1970 OACD Conference Report is included with this brief, and recommendations appearing on pages 35, 53, 58, 60, 69, 79, 82 and 87 should be of special interest to the Commission.

ONTARIO MATHEMATICS COMMISSION

The Ontario Mathematics Commission, sustained in part by OTF published Handbook for Teachers of Mathematics in the

Intermediate Grades, 1970. This handbook has enjoyed a great success in the United States and is, thus, a good example of Canadian competence in textbook development.

Granted that Canadians must first strive to develop materials applicable to Canadian students. In so doing, however, they may well develop materials which will be of use and interest elsewhere.

OTF SCIENCE PROJECT AND SCIENCE UNITS

OTF has a Science Office which operates in Kingston. The prime raison d'être of this office is the workshops its director holds, workshops which are designed to help science teachers across the province. Originally, the Science Project came under the aegis of OISE but was taken over by OTF in 1968. Recently OTF acquired the OISE Science Units which consist of seven titles:

Matter, Measurement, Microscopy, Comparing Animals, Work and Energy, Temperature, Heat and Energy, and Some Effects of Heat on Matter.

OTF presently has a committee composed of Ontario science teachers which is undertaking the revision of three of the Science units. Hopefully, all seven will be revised eventually,

with new titles to be added along the way. The budget for these revisions is low, but the dedication of the committee members to the project overrides financial considerations. The revision process is going to be a slow one as the committee cannot meet regularly due to other commitments on the part of the members. Nevertheless, it serves as an example of what Ontario teachers can do for other Ontario teachers in the area of educational materials.

RECOMMENDATIONS

Two major recommendations are, in effect, a paraphrase of the OTF Board of Governors' Resolutions #1 and #3, to wit:

1. That the Canadian Government, through the Provincial Ministers of Education, investigate cost-sharing formulae with Canadian book publishers with a view to providing Canadian works of a high standard in French and English for use in schools of all provinces of Canada.
2. That the Council of Ministers make grants available to qualified Canadian scholars for research directed to the preparation of text and reference books for Canadian schools.

In addition, we recommend:



3. That grants be sufficient in size to allow Canadian teachers the opportunity to take a leave of absence for the purpose of research and/or writing.

OTF BRIEF RE FRENCH-LANGUAGE TEXTS

The Federation is also submitting a brief in French concerning French-language textbook publishing in Ontario. This brief is intended to put forward the plight of Ontario's French-language schools with regard to the paucity of educational materials available, together with suggestions for improving both the quantity and quality of such materials.

APPENDIX: OTF CURRENT PUBLICATIONS

Approaches to Reading Instruction, a report on five successful Reading-Language programs

Catalogue of Professional Development Films

Concepts in Teacher Education, a collection of 23 papers used as source material at the OTF Teacher Education Symposium, April 29 - May 1, 1971

Conservation Areas in Ontario

Curriculum Improvement in Mathematics, a presentation to the Hall-Dennis Committee

Educational Finance in Ontario, a report prepared for the OTF Educational Finance Committee by Relph Benzon

The House System, a proposal of Gloucester High School re a structural model for dividing the student population of a large school into six smaller units

Innovation in Teacher Education and Training - Canada, USA, Great Britain, a collection of papers and articles

Manual for Timetabling, a guide to the production of a workable school timetable

Mathematics Kit (Grades 1-6), Part 1, assignment cards on Measurement

Mathematics Kit, Part 11, supplement to Part 1 deals with Square Measure

The Non-Graded School, a guide for teachers and schools (available in English and French)

The Ontario Teacher, Dr. Althouse's doctoral thesis on the history of teaching in Ontario from 1800-1910

Outdoor Education Manual, a handbook for a wide range of activities in various subject areas

Pattern for Professionalism

Planning-Programming-Budgeting, Part 1, a report prepared for the OTF Educational Finance Committee

The Right to Responsibility, articles by students, parents, teachers, and administrators; discussion topics on the rights of students

School Library Standards, revised edition 1968, (available in English and French)

Social Studies K-12 an introduction to providing learning experiences through major understanding approach

200 Outdoor Science Activities, a booklet to assist teachers in the planning of outdoor activities for stream, march etc.,

We the Teachers of Ontario, a handbook of information for the membership of OTF (available in English and French)

What Its All About, an information guide for teachers-in-training (available in English and French)

A copy of each of the above publications is included with the Brief.

May 5, 1971

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#218/200

MEMOIRE DE L'ONTARIO TEACHERS FEDERATION
SUR L'EDITION FRANCAISE EN ONTARIO

PRESENTE A LA COMMISSION ROYALE SUR
L'EDITION DU EDITION

Ontario Teachers' Federation
1260 Bay Street, Toronto 185

1971

AMENDED RECOMMENDATIONS SUBMITTED
by
THE ONTARIO TEACHERS FEDERATION
to
THE ROYAL COMMISSION ON BOOK PUBLISHING

1. That the Department of Education retain its criteria for the approval of textbooks and set up a committee to establish machinery that would broaden and hasten the approval of textbooks.
2. That the Department of Education commit itself to providing financial assistance to Ontario publishing houses which would:
 - (i) produce new textbooks. The limited number of textbooks does not interest publishing houses. This is more evident in the case of French textbooks. It is necessary to find a financial solution through the use of subsidies.
 - (ii) translate and adapt textbooks when preferable.
3. That the Department of Education offer substantial grants to authors as it does now for postgraduate studies and that in the case of teachers it encourage school board to grant leave of absence to such authors to produce new textbooks, or adapt and translate others.
4. That the Department of Education continue to provide an additional grant to French-language schools set up under Bills 140 and 141. This additional grant should be used for the purchase of French-language textbooks, library books, and audio-visual material in French.
5. That the Department of Education create a ministerial committee to study the problem of textbooks for French-language schools.

May 12th, 1971

LES MANUELS SCOLAIRES POUR LES ETUDIANTS FRANCO-ONTARIENS

Introduction

La question du manuel scolaire a toujours suscité de vifs débats pédagogiques. Les adversaires du manuel scolaire tels que Rabelais, Montaigne, Decroly, Freinet ont basé leurs arguments sur un mauvais usage du manuel qui peut à l'occasion servir d'écran ou de frein à une véritable éducation. Quant aux partisans du manuel, tel que le philosophe Alain, le manuel est l'outil idéal pour apprendre à l'étudiant à découvrir le savoir qui se trouve contenu dans les livres et le manuel scolaire est un outil merveilleux pour inciter l'étudiant à la recherche sérieuse dans les bibliothèques et le mettre en contact avec la pensée des grands maîtres.

Cette controverse au sujet des manuels scolaires a malheureusement empêché de porter les efforts sur la production de meilleurs manuels scolaires. Quels que soient les anathèmes portés contre le manuel scolaire, il faut en prendre son parti et l'accepter comme l'une des rançons du progrès dans tous les domaines.

Usage et choix du manuel

Il y aurait lieu d'étudier l'usage du manuel dans la salle de classe. Le manuel, de par son étymologie, est un livre qui présente sous un petit format les notions essentielles d'un art ou d'une science. De nos jours, le manuel n'est plus une aide pour le travail scolaire, il est devenu trop souvent un objet de travail pour l'élève. Aujourd'hui le manuel doit

instruire, il doit plaire. Pour atteindre cette fin il a pris la forme de cours; pour instruire, il multiplie les explications, pour plaire, il multiplie les illustrations. Aujourd'hui l'auteur d'un manuel signe ses livres, il veut être connu, il porte des jugements, il impose sa façon de voir en histoire, en littérature, en philosophie, en sociologie. Cette façon de faire est nuisible à l'étudiant car l'auteur multiplie d'une façon exagérée les explications, qui, en fin de compte, dispensent l'élève de l'activité qui doit être la sienne pendant qu'il est à l'école, à savoir apprendre par lui-même, comparer, juger à l'aide de documents qui lui sont fournis et qui vont l'aider à acquérir cette formation qu'il vient chercher à l'école.

Dans le choix d'un manuel, il faut se rappeler que le manuel ne doit être qu'un instrument de travail, qu'il ne doit pas remplacer le maître. Il appartient au maître d'adapter le manuel aux conditions de ses étudiants. Un manuel, selon Dottrens est l'outil premier, identique pour tous et non adapté aux particularités individuelles.

Le manuel scolaire doit répondre à l'esprit nouveau de l'enseignement. Le bon manuel scolaire ne doit pas être une simple transposition des programmes d'études. Un bon professeur aime à se servir de plusieurs manuels; il oriente son enseignement de telle sorte que sa leçon utilise plusieurs sources de documentation; il conduit l'étudiant à fouiller dans plusieurs manuels.

Situation du manuel scolaire en langue française dans les écoles de l'Ontario, surtout au niveau secondaire

La création des écoles secondaires de langue française en 1968 a légalisé l'enseignement de toutes les matières en langue française. Cette législation pose de graves problèmes dans le domaine des manuels scolaires - surtout dans les secteurs autres que le français. Dans les secteurs du technique, des sciences, des mathématiques, de l'éducation physique, du commerce, etc., il est difficile de trouver des textes qui correspondent aux exigences des programmes d'études.

De plus, l'enseignement de ces disciplines en langue française suppose un vocabulaire français bien choisi et il est très difficile pour les professeurs et les étudiants d'avoir la traduction officielle de termes ou d'expressions techniques. Plusieurs professeurs doivent passer de nombreuses heures à traduire des textes en langue anglaise pour préparer la base de leurs cours.

Le nombre toujours grandissant des options offert au niveau secondaire et le petit nombre d'étudiants à l'intérieur de ces options pose un grave problème pour la composition et la production de manuels de qualité. Rares sont les éditeurs qui osent se risquer à se lancer dans la composition de manuels pour les écoles secondaires de langue française à cause d'une mise en marché très limitée.

On emploie, à l'heure actuelle, des manuels en provenance de France, du Québec et les traductions de manuels ontariens ou américains. Tous ne correspondent pas complètement

aux besoins des étudiants et dans certains domaines ils sont inexistantes. Cependant dans le domaine des sciences, il y a d'excellentes traductions de livres américains. Il serait regrettable qu'un étroit provincialisme nous empêche de puiser aux meilleures sources actuelles.

De plus les manuels scolaires en langue française, à cause d'un marché restreint sont beaucoup plus chers que les manuels anglais. Vu que les manuels sont fournis gratuitement par les Conseils scolaires, l'achat de manuels pose un grave problème aux directeurs d'écoles à cause d'un budget restreint et l'introduction de nouveaux cours qui requiert des séries complètes de nouveaux textes.

Une enquête menée auprès des professeurs franco-ontariens révèle qu'il y a une pénurie aigue de manuels en français pour l'enseignement des matières autres que le français. Depuis la création des écoles secondaires de langue française, les efforts du Ministère de l'Education pour combler cette lacune n'ont pas réussi à combler le besoin toujours pressant.

Situation au Ministère de l'Education

Le Ministère de l'Education n'est pas responsable de l'édition des manuels scolaires. Il ne semble pas qu'il encourage les éditeurs à se louer dans la production de certains manuels. Il maintient une stricte neutralité dans ce domaine.

Néanmoins, le Ministère étudie les manuels qui lui sont soumis pour approbation et si les textes remplissent des

critères désirables, le Ministère les approuve et il les inclut dans la Circulaire 14.

Il semblerait, depuis quelques années, que le Ministère décourage dans l'ensemble l'introduction de manuels non canadiens dans la Circulaire 14. Ceci semblerait être le résultat d'une campagne nationale pour préserver une identité canadienne.

Problèmes pour les écoles de langue française

Il y a quatre sources pour des manuels en langue française:

i) des manuels ontariens; ceux en provenance ii) du Québec, iii) hors du Canada ou iv) de nouvelles publications.

i) Les manuels ontariens en langue française sont très peu nombreux;

ii) les manuels du Québec sont bons dans l'ensemble mais ne sont pas toujours adaptés à nos besoins. De plus, leur coût est assez élevé;

iii) les manuels de France sont très utiles comme "class-sets" ou livres de référence mais ne correspondent pas, eux aussi, à nos besoins immédiats. De plus leur coût est plus élevé que les manuels anglais, sans mentionner même la pauvreté de la reliure. Les manuels américains, en traduction, répondent assez bien à nos besoins dans le domaine de la biologie et de la physique;

iv) il nous faudrait de nouvelles publications
mais rares sont les éditeurs qui veulent en
assumer le risque.

Il faut se rappeler que les maisons d'édition opèrent
sur une base d'affaire et non sur une base culturelle. Par
conséquent, dans les cadres actuels, les éditeurs ne sont guère
intéressés à publier des manuels ontariens pour les écoles de
langue française de l'Ontario.

Il faut se rappeler néanmoins que les écoles de langue
française sont à l'intérieur du système public de la province
de l'Ontario et il appartient au Ministère de trouver une
solution viable au problème des manuels pour les écoles de
langue française. La passation du Bill 141 qui crée les écoles
secondaires de langue française doit nécessairement inclure des
moyens d'existence et de développement au niveau de l'excellence.
L'école est le cadre physique, les maîtres en sont l'âme mais
il faut encore de bons outils. Les deux premiers critères existent
actuellement - il faut se pencher maintenant sur les outils,
tant au niveau des manuels que des aides audio-visuelles et
cette responsabilité retombe sur le Ministère de l'Education.

Solutions proposées

1. Il est sage que le Ministère maintienne ses critères pour
l'approbation des manuels. Une difficulté existe actuellement.
Au niveau local, le directeur d'école doit soumettre sa liste
de textes à un surintendant local qui souvent est d'expression
anglaise et qui n'est pas au courant des problèmes des



francophones. Il serait plus juste que les directeurs d'écoles puissent transiger directement avec les surintendants francophones du Ministère de l'Education pour l'approbation de nouveaux manuels. Il faudrait également que ceux-ci aient plus de pouvoir.

2. Il faudrait que le Ministère de l'Education s'engage à assister financièrement les maisons d'édition ontariennes qui voudraient:

i) traduire des manuels dans certains cas.

Le nombre restreint de manuels n'intéresse pas les maisons d'édition. Il faudrait trouver une solution financière par le truchement de subventions;

ii) produire de nouveaux manuels. Dans certains domaines, les traductions ne peuvent suffire.

3. La production de manuels, leur adaptation et même la traduction requiert des auteurs franco-ontariens. Plusieurs seraient prêts à entreprendre ce travail à condition de ne pas être victime de trop gros sacrifices économiques. Les royautés pour des textes franco-ontariens ne peuvent compenser pour les efforts.

Le Ministère de l'Education pourrait offrir des bourses aux auteurs de même qu'il le fait pour des études au niveau post gradué. Il pourrait également encourager les Conseils scolaires à donner des congés sabbatiques aux professeurs qui seraient prêts à composer de nouveaux textes.

4. Le Ministère de l'Education verse un octroi supplémentaire

pour les écoles secondaires de langue française. Cet octroi supplémentaire devrait être employé à l'achat de manuels scolaires en langue française dont les coûts sont plus élevés, à l'achat de livres de bibliothèque et de matériel audio-visuel en langue française. Ce sont les trois seuls items qui coûtent plus cher pour l'existence d'un système d'écoles secondaires de langue française. Dans l'état actuel des choses, les octrois ne sont pas toujours employés à cet effet.

5. Le Ministère devrait créer un comité ministériel pour étudier le problème des manuels pour les écoles secondaires de langue française. Ce Comité pourrait étudier les besoins des francophones, suggérer des solutions et voir à ce que les écoles secondaires puissent obtenir cette "equality of opportunity" qui semble devenir la motto de l'Ontario.



ONTARIO

ROYAL COMMISSION ON BOOK PUBLISHING

BRIEFS

to the

ROYAL COMMISSION ON BOOK PUBLISHING

MAY 13, 1971



BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

CANADIAN BOOKSELLERS' ASSOCIATION

MAY 13, 1971



GEORGE A. RAMSAY, *President*

MRS. BARBARA G. BURT, *Secretary to the Board of Directors*

CANADIAN BOOKSELLERS ASSOCIATION

SUITE 31, 2 BLOOR STREET EAST, TORONTO 5, ONTARIO – TELEPHONE 416/925-1910

SUBMISSION
TO THE
ROYAL COMMISSION ON BOOK PUBLISHING
BY THE
CANADIAN BOOKSELLERS ASSOCIATION

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Page 5	Conclusion

It is certain that the Commissioners at this stage of their enquiries are forcibly aware of the strong opinions held by everyone involved in the Canadian book industry regarding the degree of Canadianism desirable in that industry and the means of maintaining and fostering a Canadian book trade. The members of the Canadian Booksellers Association share the concern of which these opinions are an evidence.

The Canadian Booksellers Association has however decided to spare this Commission another lengthy brief which would in a large part reiterate views which have already been aired with fluency and conviction by others. Instead we wish to make a brief statement and to bring forward two points which may perhaps not be as fully dealt with as we would wish.

It is an obvious but often overlooked fact that the book trade as a whole exists for only one reason - to bridge the gap between the author and his audience. An author to be effective must persuade the publisher to produce his book, and the publisher must in turn persuade bookstores to stock and sell his production. The equation is therefore - author + publisher + bookseller + public. The Canadian bookstore is the Canadian publisher's normal pipeline into the community. It is the bookseller who offers directly by display and other means, the publishers' wares to that small fraction of the entire public which habitually reads books. The Canadian Booksellers Association firmly believes in this integral view of the Canadian book trade.



To an extent often not appreciated the problems of the Canadian publishers are the problems also of the bookstore:

1. Large and highly varied inventories in relation to turnover.
2. The necessity of carrying in stock often very slow-moving titles.
3. The high cost of servicing an individual order for a book - a cost which often exceeds the margin of profit on an item.
4. General under-capitalization and the difficulty of obtaining funds for necessary expansion.
5. A small widely dispersed market and all its attendant difficulties. Good bookstores are separated by many miles one from another, and from Toronto - their main source of supply. This greatly increases their costs.

All of these difficulties resolve themselves of course into the economic one; small sales - high costs. The difficulties which face the Canadian publisher determined to remain independent are therefore in many ways similar to the problems faced by the Canadian bookseller.

Part 1

Very serious consideration must be given to the idea of financial aid for the Canadian book industry, not only for publishers but for the industry as a whole. That many publishers need assistance, there can be no doubt. We share the view that such assistance



should take the form of long-term low-interest loans, aimed at facilitating the publishing of original Canadian works. Such aid, if intelligently administered, would perhaps relieve many of the difficulties independent Canadian publishers now face. Of equal importance similar facilities for obtaining money (and this is the burden of our first point) for long-term business developments at reasonable rates should also be extended to the industry at retail level - to the bookstores. The benefits of an efficiently run bookstore to a community should not require elaboration before this Commission. To expand its facilities and grow with demand is not always possible if a bookseller has access only to the normal sources of financing.

Part 2

We also feel most strongly that every dollar of public money which is spent outside of Canada by libraries of whatever type retards the proper development of a Canadian book industry. The publishing function, the agency function and the retail bookselling function of that trade suffers. The ultimate loss is to the Canadian book buyer - the reader.

It is the opinion of many, a correct opinion the Canadian Booksellers Association believes, that the benefits derived from the handling of almost all library and institutional book purchases by either a Canadian publisher, a Canadian agency or a Canadian jobber would be inestimable.



The many millions of dollars now being spent in the U.S.A. and Great Britain by libraries which take no account of existing Canadian facilities to service them, would in a short time lead to a marked improvement in the stock-carrying capability, the service and not least the morale of the Canadian book trade. All would benefit - authors, publishers, booksellers and readers.

Not least to benefit would be the library. A library can only select from among the books it is offered. In the Canadian context it cannot purchase and circulate Canadian books unless Canadian publishers and Canadian authors have first collaborated in producing such books. In order to do so, the Canadian publisher must enjoy the benefits of the book purchases made by Canadian institutions with Canadian public funds.

Canadian book buying must be done in Canada. Governments - both Provincial and Federal should no longer be unconcerned by what many inside and outside the Canadian book trade see as a misuse of public monies.

For the retail bookstore this matter is of prime importance. Let once the principle be accepted that Canadian book purchasing belongs in Canada and publishers who wish a strong retail book trade will realize that in the bookseller they have a valuable means of servicing the libraries. If we wish to build strong cultural communities then we must develop existing bookstores and develop new stores in the smaller communities. This can only be

done by introducing opportunities for making retail bookselling more profitable. Library sales offer just such an opportunity.

That portions of the Canadian publishing industry have their financial headquarters in New York or London is not in itself a matter for despondency. What is important is that the Canadian publishing industry as a whole should be infused with a vividly Canadian personality, that the peculiarly (and often eccentric) Canadian point of view should be able always to find expression. It does not appear to us that the two are incompatible. Small publishing houses, Canadian in every sense of the word, exist to-day for the publishing of poetry and books of social and economic concern. If such houses cannot be said to flourish it is perhaps here rather than elsewhere that the Commission should direct its attention.

The Canadian Booksellers Association is well aware that this brief statement ignores many complexities. We do not wish to minimize the difficulties nor to underestimate the problems created within the trade by conflicting interests and honest differences of opinion. Booksellers are not entirely simplistic. Most of them grapple every day with the hard realities of operating in a field of business which is in Canada still marginal. Any bookseller knows that books are still incidental to the lives and activities of most Canadians regardless of income. This is the core of the industry's problem at all levels and it is this hard but evident fact to which the book trade, publisher and bookseller alike, must address itself in the coming years.



BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

CANADIAN FEDERATION OF
UNIVERSITY WOMEN

MAY 13, 1971

THE CANADIAN FEDERATION OF UNIVERSITY WOMEN

(THE ONTARIO CLUBS)

BRIEF SUBMITTED TO THE ROYAL COMMISSION ON BOOK PUBLISHING

The following brief, submitted to the Royal Commission on Book Publishing, represents a cross-section of the opinions of 5,350 members of the Ontario Clubs of the Canadian Federation of University Women. All of our members are graduates of universities. We have a strong interest in the cultural life of this province and of Canada as a whole, and an active interest in the ways in which this cultural life may be sustained and enriched. Moreover, the charter of our Federation pledges our members "to assist in developing a sound concept of educational values and in maintaining high standards of public education in Canada."

As Canadians and as parents, members of professions, and participants in the life of our communities, we are gravely concerned about the difficulties surrounding the writing, the publication, and the distribution of books by Canadians; for we believe that such books play a vital part in Canada's cultural life. We are also disturbed by the related possibility that without strong publishing programmes conducted by firms in this country, or without books on Canadian subjects, both young people and adults will be deprived of experience of, and insight into Canada's past, present, and future.

In the preparation of this brief, an appeal was sent to all of our 53 Ontario Clubs for their opinions; their enthusiastic response indicated both great interest and great concern. The brief assembles and orders their recommendations under three headings as follows: the publishing industry in Ontario; Canadian authors; and educational publishing.

A. The Publishing Industry in Ontario

We were privileged in our universities to become acquainted with the literature and knowledge of more than one cultural tradition, and we value the opportunity Canadians have in their unique access to books in the English language from countries such as Great Britain and the United States, and to books of other languages as well. We would not wish to see the present concern about the publishing industry in Canada result in the imposition of undue handicaps on the availability of works in literatures other than our own.

However, Canadians cannot expect to maintain or develop a culture, or to make a national experience intelligible to those who live it, if their primary means of communication are largely controlled elsewhere. We support the position that it is most desirable to have strong and effective Canadian owned and/or controlled publishing firms. Healthy competition among a number of Canadian publishers is, of course, essential to ensure quality and creativity; the Canadian publishing industry should vigorously pursue excellence in its efforts to make our culture known and understood.

We urge the Commission, therefore, to consider seriously the following proposals:

1. Canadian owned and/or controlled firms publishing books and periodicals in Ontario should be enabled to obtain interest financing on at least commercial terms but preferably reduced terms from a government agency.
2. The publishing of books and periodicals in Ontario, as distinct from the importing of them, should be treated as a "strategic industry," such as banking. The question of foreign ownership of such an industry

should be carefully investigated, and appropriate regulation by legislation should be considered.

3. Canadian publishers and Canadian agents should be urged to bring their marketing services to meet a standard of efficiency which would make it feasible for school, university, and public libraries to enlarge substantially the percentage of their ordering in this country.

B. Canadian Authors

Canada produces artists and musicians, whom it encourages to some extent by providing galleries and by subsidizing orchestras and performances. Canada also has writers. They can speak directly to us from the printed page, and we believe it is important that they be heard. Books by non-Canadians are welcome in the bookshops or the libraries, but since we are confident that Canadian writers have something to say that Canadians need to hear, we want them to be able to take a significant place among the others. Canada needs the voices of those who can articulate our accomplishments, and even our failures, and those with ever new insight into our striving and our goals. Canada needs an educated population of enthusiastic book-buyers, who can understand these voices and from whom its writers, and its book industry, will receive support.

We make, therefore, the following proposals for the Commission's consideration:

1. Grants should be made increasingly available to creative writers through the Ontario Arts Council, as well as through the Canada Council. We would suggest the setting up of awards for the design and illustration of Canadian books.

2. Means should be investigated whereby any copying machine manufactured or sold in the Province of Ontario will incorporate a device to record the authorship and amount of all copyright material copied, so that an appropriate royalty can be levied on the use of the device on behalf of the holder of the copyright.
3. Means should be investigated whereby Canadian authors would benefit from the lending of their works from public and university libraries.
4. The public library system of Ontario, which is supported by public funds, should be requested to give more efficient and enthusiastic promotion to Canadian books.
5. The best means of supplying government assistance for the promotion of Canadian books as a whole should be considered. For instance, public opinion can be aroused to require the stocking of Canadian books, in quantity, in bookstores, department stores, tourist sites, news-stands, and supermarkets, and consequently to encourage customer purchase of these books. Programmes featuring book reviews and interviews with authors can be increased on television, both by CBC and in community cable TV broadcasts.
6. Distributor-jobbers who supply the news-stands and supermarkets should be required, by law, to include a considerable percentage of Canadian books in their service. A provincial licensing and inspection system should be set up to ensure that this requirement is met.
7. We support the founding, with government assistance, of a national book review weekly, which might be distributed with large newspapers as is now done with The Globe, The Canadian, and Weekend Magazines, as well as through a subscription service.

8. The publishing industry of Ontario supplies books for the whole of Canada, and must contend with the problems of distribution over enormous distances. We urge consideration of ways by which government support can be given to a co-operative agency which would enable some pooling of distribution services, so that book buyers across the country will have the work of Canadian authors, among others, more easily available to them.

9. We believe that Canadian authors have not been made known as they might be to non-Canadians, and that government assistance should be available for the promotion of Canadian books as a whole in appropriate centres in countries such as Great Britain and the United States.

C. Educational Publishing

Canada's most important vested interest is the minds of her children. The attitudes and knowledge they acquire through the educational system are of crucial importance to the future status and development of this country. The cultural effect of books and learning materials on our children cannot be over stressed. It is in the schools that young Canadians should learn of the diversity and challenges of their own nation. It is in the schools that they should acquire the interest and skills that will enable them to tackle national problems with vigour and respect.

The province is the governmental authority for education and has the responsibility to ensure that this education is appropriately Canadian in content, and that it is designed to produce Canadian citizens. One of the principal tools of education is books, and we believe that it is an obligation of the government to see that books and learning materials used in elementary and high schools are prepared with Canadian pupils in mind, and that books by Canadians on

The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that proper record-keeping is essential for the transparency and accountability of the organization. The document outlines the various methods used to collect and analyze data, ensuring that the information is reliable and up-to-date. It also mentions the role of technology in streamlining the data collection process and reducing the risk of errors.

The second part of the document focuses on the financial aspects of the organization. It provides a detailed overview of the budget, including the projected income and expenses for the upcoming year. The document also discusses the various funding sources and the strategies used to secure additional resources. It highlights the importance of financial planning and the need to regularly review the budget to ensure that the organization is operating within its means.

The third part of the document addresses the operational challenges faced by the organization. It identifies the key areas where improvements are needed and outlines the steps being taken to address these issues. The document also discusses the role of the staff in ensuring the smooth operation of the organization and the importance of ongoing training and development. It mentions the various initiatives being implemented to enhance the efficiency and effectiveness of the organization's operations.

The fourth part of the document provides a summary of the organization's achievements and the progress made towards its goals. It highlights the various successes and the positive impact of the organization's activities. The document also mentions the challenges that have been overcome and the lessons learned from these experiences. It concludes by expressing the organization's commitment to continued growth and improvement.

Canadian or other subjects are available for post-secondary courses, in order to ensure that a Canadian viewpoint is presented for study.

"The school-book market is the corner-stone of Canadian publishing. It is large, captive, lucrative, and without it publishers could not afford to produce other Canadian works. Anything that reduces the content of the school book industry, threatens publishing generally." (Editorial, Toronto Star, October, 1970) This industry is a highly competitive one, and with so much educational publishing in the hands of branch plants, educational books may be developed which do not effectively fulfill the needs of a Canadian educational system. It is our belief that Canadian owned and controlled firms should be encouraged wherever possible in the educational publishing field. We further offer various proposals which may assist the enlargement of the Canadian content in our educational materials, an enlargement which should mean a strengthening of Canadian educational publishing:

1. Teacher training programmes, both on the elementary and the secondary school level, should ensure that our teachers know how to discover and use Canadian books and material in their courses and how to develop courses which are pertinent to the life of this province and of this country. We would also hope that our teachers would encourage their students to appreciate and to own Canadian books.
2. We recommend the founding, with financial support from the Department of Education, of a translation service for educational materials and of an exchange system for audio-visual materials, so that our school children will learn about the Province of Quebec and its French culture and so that Quebec pupils may learn about ours.
3. We recommend that appropriate assistance in money and skills be

available to Canadian firms for the development of audio-visual materials. Such materials are increasingly used in our schools today, and Canadian firms, their writers, and their illustrators, should be able to make a significant contribution, especially to those which relate to Canadian subject matter.

4. We recommend that the Department of Education seek out the smaller, newer Canadian publishers, and encourage and assist them, whenever possible, to participate in the preparation and publication of books and materials of excellence for our schools.

5. We take note of the formation of the Canada Studies Foundation, whose trustees represent a great variety of the economic, regional, and ethnic interests of Canada. We would hope that, increasingly, the people of this province will be encouraged to support, in various ways, educational projects for Ontario and for Canada as a whole.

6. The Department of Education is to be commended for its stated policy of preferring Canadian books for inclusion in Circular 14. We recommend that it consider giving added encouragement to work of merit produced by Canadian owned/or controlled publishing firms, in order to strengthen their contributions in this field.

7. We recommend that, in the field of education, financial assistance be available to Canadian firms and Canadian writers in order to assist the development of programmes directed towards a Canadian educational market.

8. It seems to us essential to include, in elementary, secondary, and post-secondary schools, courses that will make our students at least

as familiar with Canadian history and literature as they are with those of other countries.

9. Moreover, we urge the introduction into the secondary school system of inter-disciplinary and other courses drawing on the great variety, geographic and cultural, of Canadian life -- our history, geography, economics, literature, political science, and sociology. Courses in these areas should also be available in our post-secondary schools, and here, too, Canadian books by Canadian authors would be, of course, essential.



BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

CANADIAN AUTHORS' ASSOCIATION

MAY 13, 1971

CANADIAN AUTHORS ASSOCIATION

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A BRIEF TO

THE ROYAL COMMISSION ON BOOK PUBLISHING

MAY
April 13, 1971.

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I. INTRODUCTION

1. The link between author and book publisher is a very special personal bond. We are inter-dependent; neither can exist without the other. The Canadian Authors Association, speaking for members and non-members, is deeply concerned that an independent publishing industry be maintained and promoted in Canada. We trust it will contribute increasingly to the cultural aims and identity of our country, and achieve stature outside our boundaries.

II. WE NEED NATIONAL PRIDE

2. The point has been made and recognized that Canadian needs its own publishing industry to create a national awareness. Otherwise we become increasingly a "cultural colony". Who else will publish Canadian history, travel, textbooks, fiction and belles lettres, and express the Canadian viewpoint? Who will even care?

3. Nationalism in Canada has always had a struggle against the overwhelming statistical superiority of Britain and the United States. Surely, it is not "jingoistic", anti-American, anti-British or anti-French to wish to be ourselves? Portrait of Canada, a new book by two N.Y. Times reporters, declares "Canadians must be the least patriotic people on earth."

4. It has been amply proven that our schoolchildren know infinitely more of the American way of life than of Canadian, thanks to the deluge of U.S. material. Should this be encouraged by the Ontario Department of Education listing as a textbook one that acclaims "our flag of stars and stripes"? Should bibliographies of teaching manuals (Alberta Department of Education) list only American authors? Should American professors here insist on familiar U.S. texts in the classroom--and worse, assure the students that "our" political attitudes are identical with those of U.S.A.?

5. Teachers and librarians, like many other Canadians, seem ready to accept "foreign" as "better". Both evince greater disdain for the Canadian product than is warranted. Despite publishers' catalogues and displays at educational conventions and the occasional newspaper advertisement, Canadian writings are poorly promoted. The various media--periodicals, radio, television--stress new foreign books and authors to the neglect of the Canadian. Hopefully, a Canadian review magazine is to begin publication this fall.



6. Opportunities for Canadian writers shrivel under the impact of huge imports from abroad, preponderantly from U.S.A. Despite geographic problems, our population of 22 million is not too small to support a thriving publishing industry. Canada reports a book industry of \$200 million per annum. Unfortunately from both cultural and commercial standpoints, Canadians produce only 5% of this. An increase to 50%, modest as that is, would be a boon to everyone linked with the publishing industry.

7. The Economic Council of Canada states flatly that Canada will always look to outsiders for its ideas; that it is meritorious for Canadian publishers to "nurture beginning authors not yet ready for the big international markets"; that Canadians should be content to write about Canadian "history and biography for a domestic market." This contradiction of aims is further denigrated by slighting reference to "low-grade cultural parochialism" and "third-rate textbooks," as if this were the best Canada could ever produce.

III. COPYRIGHT IS IN PERIL

8. The "right to copy" now held by author or publisher has come under review by the Economic Council of Canada, with little encouragement for either. Copyright is eroded constantly in schools, universities and libraries, through photocopying and mimeographing on paper and machines bought by our taxes. Some universities, e.g. U. of Michigan, copy books for direct sale in defiance of copyright. It is not necessary to copy an entire book, nor for it to be mass-copied, to infringe upon sales and thus upon authors' royalties.

9. By law, authors and publishers may sue for damages if copyright is infringed. Yet the returns would be so slight, the cost of court action so high, the time-consuming activities so disturbing mentally, that few authors can afford to take such action. The publisher is understandably reluctant to prosecute a substantial customer such as a school board.

10. Many teachers and clericals photostat and mimeograph material, unaware of copyright. The warning from the Ontario Department of Education will have at least the effect of disturbing some tender consciences. It will not prevent copying. Nor do authors and publishers resent this so long as they receive remuneration for it. "If it's worth using, it's worth paying for", declared the well-to-do George Bernard Shaw.



11. Lacking copyright protection, what incentive has the author to write books or magazine articles, short stories, poems, or plays? Already the skimpy returns on time and creative energy have diverted great talent into the evanescent but lucrative field of advertising. Canadian writing will not wither completely. More Canadian books are being published than ever before. Most are written by part-time writers, often university professors. The lists of Canadiana include, however, books published here simultaneously from sheets printed elsewhere, and trashy reprints.

IV. THE AUTHORS' DILEMMA

12. Authors create wealth for their country. Their brains and inventiveness are as real resources as our forests and minerals. They are basic to the work of the illustrator, book designer, papermaker, printer, publisher, and usually, filmmaker. The author-originator thus creates work opportunities. Yet of them all, the author is most vulnerable to being "squeezed".

13. The beginning writer rarely starts with a book. He may "cut his teeth" on the school paper, as others did on defunct farm or Sunday School publications. He may get something into the local newspaper, increasingly devoted to "boilerplate". Although innumerable writing courses are offered in Canadian schools and by correspondence, the market for beginners--and for professionals too--shrinks daily.

14. Without this backlog of improving writers, authorship is severely handicapped. Anywhere, second- and third-grade novels form the "raft" on which the first-rate novel floats. Who is going to print these Canadian novels which reflect us to ourselves? Not the U.S. publisher who takes over a Canadian firm. The rewards are too slim. Books--novels and worthy nonfiction--are daily rejected for lack of Canadian buyers.

15. Any novelist who hopes to live from writing must be published abroad. An author with a non-parochial subject, e.g. China, must find a foreign publisher. "The market is too limited to warrant Canadian publication." Yet such material must be tailored to the American reader. Even in fiction, references to a Canadian background are often edited out. One result--Canadians reading works by a Canadian published in the U.S.A. believe that all talent lives abroad, and that excitement is wholly an American phenomenon.

V. FOREIGN OWNERSHIP OF CANADIAN PUBLISHING HOUSES

16. The changing publishing scene in the U.S.A. is now reflected in Canada. In the 1960s, many publishing firms were engulfed into conglomerates. This was partly because publishing became very profitable due to burgeoning school library subsidies; partly because a "tame" publisher could put across the pet notions of big business, or soft-pedal heretical ideas; partly because more foreign markets were opened up by treaty or through "aid to developing countries." The rise in literacy, e.g. in the Latin-American countries, offered expanding markets for an aggressive publisher, and the input of manufacturing money (e.g. IBM into Science Research Associates) made operations flexible when it came to tax write-offs.

17. Canada lies wide-open to such enterprise, with the further advantage of having a common language. U.S. firms in Canada are "on their own" commercially as a rule, but with the resources (other than running capital) of a parent company behind them. They "take out Canadian citizenship" with inoffensive volumes, or by Canadianizing American publications. This latter process is hardly necessary, since Canadians are conditioned to translating "stars and stripes" into "maple leaf."

18. Naturally, books developed for a market of 230 million are apt to be more lavish than those developed for a market of one-tenth that size. Canadians are inclined to translate "lavish" as "better", which is not necessarily the case. We cannot really afford to live up to the standards of the richest country in the world. A publisher, displaying a new series of slender colourful books of the Classical Age, commented, "It cost a million dollars to develop that series." Such sums are centralized, not granted to the "branch plant" for research and development. This denies Canadians opportunity for growth and income. To put it another way, what Canadian publisher can hope to produce a comparable book on Ancient Greece, what Canadian author write it or what Canadian artist illustrate it?

VI. PUBLISHING IS A GAMBLE

19. Publishing is a complex business in which culture and commerce make uneasy bedfellows. By their very nature, booklovers and creators of books are more imaginative than shrewd. Selling books is not like selling bacon. The salaries paid in most Canadian publishing houses, especially the lower echelons, do not attract financial wizards. Management often seems to lack expertise.

20. It is in the nature of the business, too, that publishers lack ready cash. To develop a new textbook or series requires endless consultations, outside readers, testing and weighing educators' responses, while time goes by.

21. Publishers have been trapped into some methods they deplore. Textbooks, for instance, must be completed for competitive presentation to all the provincial Departments of Education. The immense cost of developing a series is a deterrent in itself. With no assurance of being accepted as the text, this aspect of publishing is pure gambling. If lucky, the rewards are substantial and help to underwrite the high-risk novels and poetry.

22. Yet this scene, too, has shifted. Ontario (the largest purchaser) now recommends rather than prescribes books. With the textbook grant incorporated into the general book grant, the publisher faces new uncertainties. Sales are fragmented, and often fall below a safe minimum. The publisher becomes more cautious...and the impatient teacher ticks off a few more foreign titles on her list.

23. Moreover, a considerable part of the education grant has been diverted to supportive materials such as audio-visuals, kits or boxes, educational television, recordings of various kinds. Canadian publishers have hesitated to take advantage of these new opportunities because of uncertain markets.

24. Possibilities of export to the U.S.A. have been open to Canadian publishers only since 1968. The Toronto Agreement (not law) exempts Canada, except for American nationals resident here, from the barrier created by the U.S. Manufacturing Clause. Canadians have scarcely overcome the paralysis of living with the barrier for generations, although one new Canadian publisher has set up office in Chicago. The southward flow of printed matter is still sparse, partly due to competition with parent firms. The parent firm is reluctant to accept Canadian publications, even with "return" privileges which they do not grant to the branch plant. There remains the difficulty of being noticed in competition with U.S. books and authors.

VII. PUBLISHERS HAVE SOME FAULTS

25. Book publishing may be "a cumbersome process", not highly efficient in an impatient world, yet it is the most effective in purveying and storing information. Publishing has been hampered by its historic processes, the development from idea to manuscript, acceptance to production, manufacture to

distribution. Still, it was a "hidebound" English publisher who devised the pocket book, though American enterprise developed new distribution techniques.

26. Canadian publishers for historic reasons have been over-cautious as a rule. Rarely do they seek out authors. They have overlooked worthwhile mss, e.g. McClelland & Stewart rejected The Incredible Journey. They have been careless with manuscripts--a recent one was lost three times had to be retyped. Too often their textbook divisions are filled with retired school inspectors who alienate authors while they learn the business of being an editor.

27. A "dinosaur" mentality seems evident in the slowness and ineptitude of getting into paperbacks. True, the returns per volume are much smaller, but the aggregate may be much greater. The Canadian paperback publisher needs a distribution system as wide, if not as extensive, as the foreign distributors who now own the display racks. Some co-operative effort might be justified, and Canadian juvenile paperbacks could be sold at schools, if any such paperbacks existed.

28. A contradiction re the cost of hardcover vs paperback should be noted. Hardcover adds only 15¢ to the cost of the book, according to one publisher. Yet another lists the paperback edition of a recent small book as \$3.50, the hard cover as \$8.50, an increase of about 150%.

29. Our publishers have made few extra sales through spinoffs, e.g. dramatizations for radio, TV, cassettes and films. This sideline has been profitable in the U.S.A., and also promotes book sales.

30. A chronic shortage of cash accounts for the publisher's reluctance to pay advance royalties, which may reach \$4,000. in the U.S.A. even for a juvenile book! Sometimes publishers pay royalties only annually, despite authors' arguments. Withholding royalties must add considerable interest to the publishers's bank account. As for "step-ups", a rising scale of royalties for sales above specific levels, this is little concern to a publisher who does not anticipate any need for them.

31. A large immediate sale soon returns his investment to the publisher, and eventually to the author. Warehoused books may be "dead ducks" on which he pays storage costs and gains no bank interest. Or they may be a source of future income, since half the adult books and three-quarters of the juveniles are sold from a backlist.

32. Incomprehensible to an author is the over-generous handout of free copies (on which he gets no royalty) to reviewers, to other authors, as "desk" copies to teachers in the hope of substantial orders. Often educational bodies demand free copies with what has the flavour of holding the publisher to ransom. At times, these are immediately photostated, or lugged off to a private collection. Indeed, it has been known for a professor to "return" desk copies to a university bookstore, asking "refunds"!

VIII. THE BOOKSELLER'S VIEW

33. Equally hard to understand--and indefensible by the plea "They expect it!"--is the double standard of retail and net pricelists. A 40% discount to a bookseller is justifiable as with most other merchandise. But discounts to school boards and libraries, who are the main customers, are surely ridiculous. The bookseller is penalized by having to price his wares too high. The man in the street complains about the high cost of books, not realizing that he is subsidizing education above his normal taxes. Bulk sales to large school boards receive large discounts (up to 60% in the U.S.A.) and authors' royalties in such instances are based on a percentage of the net, not the list price.

34. Canadian, and perhaps other, publishers have bound themselves not to enter the retail trade, perhaps through agreement with booksellers. Customers find it annoying to go to a bookstore which has to order what should be on the shelves. Too often the clerk is indifferent or ignorant--a knowledgeable staff is priceless but underpaid. The delay in getting the volume to the customer may be weeks, even where the publisher is in the same city. It may not be efficient to rush the order through, but a customer quickly loses the buying impulse...which indirectly wastes the advertising dollar spent.

35. In at least the United Kingdom, Australia and New Zealand, the library and schools must buy their books through the local bookseller. With the assurance of such substantial sales, even a remote bookseller dares to stock more than one copy of a book; the public forms the habit of bookstore buying, rather than from the limited material in the drugstore or tobacconist's shop. A quickening of culture comes from an alive bookstore that is more than the usual hodgepodge of stationery, souvenirs and china necessary to keep most Canadian booksellers in business.

IX. PRINTING HAS A SHARE

36. Printers also control the output of Canadian books. High wages, extremely expensive machinery and its too-frequent breakdown, add greatly to book costs. Timing is vital to a printer. Even a half-hour's delay in getting material to the shop can hold up the run for a week, while other material gets in first. Publisher and author are vulnerable. A month's delay in printing a book last fall lost nearly a thousand sales at a special reunion banquet.

X. THE CANADA COUNCIL

37. This body has proved its worth over and over again, and should probably grow at once into a Ministry of Culture. Yet it does appear to distribute its grants on a hit-or-miss who-do-you-know basis. It has an obvious bias against women, both in its make-up and shown in the scant distribution to women writers. Its terms of reference should be broadened, so that some part of its resources could be used for Authors Lending Rights, a truly fair distribution of earned income.

38. Authors Lending Rights should be written into our revised Copyright Act, as in Scandinavian countries, and to a smaller degree, in France. When a book is sold to a library (public or educational), the author's royalty is 10% of the list price, as a rule. That copy may be used by 20 to 100 readers, with no further returns to the originator of the material. It is manifestly unfair that the author is forced to become a public benefactor, a role only a few can afford to fill.

XI. WE RECOMMEND THAT:

39. teachers' federations underwrite Canadian textbooks for teachers' colleges

the various provincial Departments of Education co-operate to devise some less-hazardous system of selecting textbooks

book purchases for public and educational libraries be channeled through booksellers

retail and school prices for books be identical, and boards educated to expect realistic pricing

tariff barriers against foreign books be revised to include American texts

an educational campaign be extended to inform all teachers and others of copyright infringement

some device be worked out to monitor photocopying machines, and collect payment for publisher and author



a copyright clearing-house be set up in Ottawa

the government refrain from entering the field of textbook and general publishing

the government grant low-interest long-term loans to Canadian publishers without unrealistic restrictions

the Canada Council base be widened to distribute its awards more equably for work accomplished as well as projected

Authors' Lending Rights be incorporated in the revised Copyright Act.

National Secretary,
The Canadian Authors Association
April 13, 1971.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

MISS FRANCES G. HALPENNY

MAY 13, 1971

Royal Commission on Book Publishing

Brief from Miss Francess G. Halpenny

In the current discussion of the difficulties, responsibilities, and challenges for publishing in Canada a good deal of attention has been paid to its financial and marketing aspects: the problems of adequate capitalization, of promotion and distribution across the great expanse of the dominion, of improvement of sales in Canadian bookstores, libraries, and schools, and through an expanded market abroad. All of these aspects are significant; they require close examination and, hopefully, some solutions. I should like here to request the attention of the Commission for another aspect of publishing which I believe to be important, and worthy of consideration in the present efforts to assist the development of an active publishing industry controlled by Canadians and vigorous publishing programs which present works by Canadians. I refer to the role played by editors in the creation of publishing programs.

The editors of a publishing house may have a number of functions, but two are particularly relevant here. The first is the consideration of manuscripts, projects and publishing suggestions presented to their house by authors or other persons, and the development on their own account of useful and imaginative ideas about books that might be published, about authors that might write them, and about how to bring the two together. The second function of editors is to work with manuscripts to be published by their house, in a close association with their authors, for the purpose of ensuring that these manuscripts go forward to publication in good order and addressed as effectively as possible to their future audience. The actual performance of these



functions differs in the publishing of trade and educational books. The first one may not, indeed, be carried out by a person with the title "editor" — in a small publishing house this person may even be the head of the firm. But however carried out in practice and by whatever personnel, the two functions are of crucial importance.

The strength of any publishing house is the quality of the authors on its list. Contrary to popular conception, there are not large numbers of good book manuscripts vainly seeking publication. There are some authors with an ability to communicate and a gift of words who quickly become expert at their craft. The majority of authors require varying amounts of guidance in developing their material, encouragement in the difficult task of writing, enthusiasm and patience shown to them as they work — and it is these that editors supply. We have not as yet had many professional writers in Canada — Mr. John Gray has remarked that most authors in Canada are academics or housewives — and for this very reason skilled and imaginative editors who can work with authors, particularly beginning authors, are vitally necessary in this country. The experience acquired by such editors will be used in their evaluation of manuscripts and projects offered to them and enable them to distinguish promising material and to assist in its development. Moreover, good editors, who have to be almost by definition interested in ideas and topics of debate and curious about what is attracting the attention and the thought of the world about them, will normally have many publishing plans in their heads, more indeed than there are authors to carry them out. A good title on a publisher's list may frequently be there because some editor saw a need for a publication on the subject,



and persevered until he got the author and finally the book to fill the need.

Possibilities for books of non-fiction which have as their subjects themes from Canadian history or contemporary Canadian society, politics, geography, art are manifold, as they are for works by Canadians in fiction or poetry or belles-lettres. Such books are indeed increasingly felt as necessities. Editors who know Canada well out of their own education and their own living, and who inhabit this country imaginatively, can make a significant contribution to the development of such Canadian publishing programs. They can also contribute much to the building up of a body of works which offer to Canadian and other readers the comment of Canadian authors on topics relating to the history or contemporary society of other countries.

The second function of an editor, that of manuscript editing, has much to do with the standard of performance ascribed to his publishing house. Books which have been too obviously rushed to the printer, with slipshod and confused writing and obvious errors of fact and spelling that a little attention would have corrected, and then been skimped at the stage of proof-reading, scarcely add to the reputation of a firm or of publishing generally. Nor are most of even the most urgent authors of a trade publisher really happy to have their manuscripts handled in this way. If this country is to enlarge and strengthen its publishing programs with books of quality written, developed and produced here, and able to meet international standards, it will need the services of trained, conscientious manuscript editors whose work is accorded an



appropriate respect inside their publishing firms and outside them.

The performance of the two chief editorial functions just described is a field of endeavour which graduates of Canadian universities particularly should surely legitimately hope to enter. Possibilities for them have never been numerous on the editorial side, and if our publishing industry sees a diminution in original publishing programs carried on in Canada they will be fewer. Such a decline would be a misfortune for young people themselves; it would also be a serious misfortune for Canadian authors and Canadian readers.

The level of employment in publishing in this country for editors and others is reflected in the fact that there are no formal credit courses in publishing in Canada. We have no equivalent for the course which is given annually in the summer session at Radcliffe; in the United States it has been the introduction to publishing for many of the people now filling editorial or promotional or managerial roles. The Canadian Book Publishers' Council sponsors a lecture series in the University of Toronto Department of Extension. The School of Library Science offers a half-term credit course in Contemporary Publishing but this is, of course, for librarians not for those who might be interested in publishing. Much about publishing has to be learned on the job, it is true, but the results can sometimes be haphazard and, whatever they are, may be obtained at too great a cost of others' time. The time seems overdue for the provision of an introductory credit course at the university level which would give interested students a basic understanding of what publishing is, what kinds of operations it carries on, and what kinds of techniques it uses. Not all those who might take such a course



would seek employment in publishing later. Some might well become authors in due course and the information gained would stand them in good stead. Since so many of our Canadian authors are now and are likely in the future to be connected with universities, a knowledge on the part of university students of what constitutes preparation for publication would be a positive gain. Such knowledge would also be found useful by those who might later engage in special editorial projects for universities, governments or other institutions.

In conclusion, I urge the Commission to take note of the importance for stronger Canadian publishing programs of the skill and experience of those who must carry them out, and I give special stress in this context to the role of editors. With these considerations in mind, I recommend that the Commission give attention to the possibility of recommending the establishment of a formal course in publishing at a university or several universities in Ontario as a medium of training and a desirable extension of general information.

Franness G. Halpenny
General Editor
Dictionary of Canadian Biography



BRIEF
to the
ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:
THE YORK COUNTY SCHOOL
LIBRARIANS ASSOCIATION

MAY 13, 1971

BRIEF TO:

ROYAL COMMISSION ON BOOK PUBLISHING

FROM:

YORK COUNTY SCHOOL LIBRARIANS ASSOCIATION

Summary of Brief to Royal Commission on Book Publishing
from The York County School Librarians Association.

1. Introduction: quotation from Earle Birney's poem - "Canada: A Case History."
2. Reasons for domination of American publications in elementary and Secondary School libraries.
3. Possible Solutions:
 - a) A Special fund established by Ontario Government to provide loans to Ontario publishers.
 - b) A Special fund established by Federal Government to provide loans to Canadian publishers.
 - c) Re-negotiation of Canadian rights as a separate entity.
 - d) Greater percentages of Canadian books on booklists published by Government and other institutions.
 - e) Strong advocacy of a Subject Guide to Canadian Books in Print.
 - f) More flexible and creative grants to school libraries for purchase of Canadian materials.
4. Conclusion: Quotation from N. R. Clifton.
5. Appendix "A".

His uncle spoils him with candy of course
And shouts him down when he talks at table.
You'll note he has his French mother's looks.....

Relatives keen to bag the estate
Schizophrenia not excluded
Will he learn to grow up before it's too late?

The preceding lines originate from a poem entitled Canada: A Case History by Earle Birney. These lines appear to us to epitomize the severe problems which confront Canadian publishing today, as related to the school library field.

If members of the Royal Commission on Book Publishing were to visit any Ontario elementary or secondary school library, they would find a predominance of American materials on every topic at every possible level. At a time when there is a growing concern about the future of Canada, students seek Canadian and non-American materials for research essays and projects are confronted with a total diet of materials from the United States. Hence, the schizophrenia of which Birney speaks in his poem written in 1945 still exists in 1971. Why is this so?

ANALYSIS OF DOMINANCE OF AMERICAN PUBLICATIONS IN ELEMENTARY AND SECONDARY SCHOOL LIBRARIES.

Many complex factors enter into the breakdown of our cultural identity when you examine school libraries because they constitute a vital part of the educational infrastructure.

We, as school librarians, feel that the predominance of American publications is due to the following factors:

- (a) Teachers of library courses are either graduates of American library schools or have been taught by them. In case of Canadian library schools, there is a predilection towards American selection aids. Such American "tools" will recommend in the greatest percentage of cases books published in the United States. Books written or published elsewhere will only appear on such lists if some American publisher buys the American rights.
- (b) It is a consequence of (a) that when Canadian librarians compile lists, using the tools they have been taught to use, that their lists will contain an overwhelming number of American titles.

Example: P2J2	84.8% American titles
1966	11.4% British titles
	3.8% Canadian titles

Canadian Library Association Basic Book List for

Canadian Schools Elementary Division Grades 1-6, 1968/

82.4% American
9.1% British
8.4% Canadian

- (c) American companies adopt much more aggressive merchandising tactics. For example, bookmobiles carry their books around to the schools. These companies provide transportation for librarians visiting their showrooms.

Their representatives seem to gain more frequent access to such places as teacher training schools. Some firms use teachers to collect the subscriptions to their book clubs.

The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that every entry, no matter how small, should be recorded to ensure the integrity of the financial data. This includes not only sales and purchases but also expenses and income. The document further states that regular audits are necessary to verify the accuracy of these records and to identify any discrepancies.

In the second part, the focus shifts to the management of cash flow. It highlights the need for a clear understanding of the company's current financial position and the ability to forecast future cash requirements. The document suggests implementing a system of budgeting and monitoring cash flow to avoid liquidity issues. It also mentions the importance of maintaining a healthy relationship with creditors and suppliers to ensure timely payments and favorable terms.

The third section addresses the issue of taxation. It provides an overview of the various tax obligations that a business may face, including income tax, sales tax, and property tax. The document advises consulting with a tax professional to ensure compliance with all applicable laws and regulations. It also discusses strategies for minimizing tax liability through legitimate means, such as utilizing tax deductions and credits.

Finally, the document concludes with a section on the overall financial health of the business. It stresses the importance of regular financial reviews and the use of key performance indicators (KPIs) to assess the company's financial performance. The document encourages a proactive approach to financial management, where potential issues are identified and addressed before they become major problems.

Such procedures are either disliked or cannot be afforded by British companies operating in Canada, or by Canadian companies. They are in any case irrelevant to the quality of their publications, and should have no weight in any librarian's evaluation of books for their libraries. However, a consequence of such tactics is that American books, even if less suitable, are better known than British or Canadian ones. And since, it takes less effort to order the known American titles than to look for British or Canadian alternatives, the American one is usually ordered.

(d) Presumably the Canadian percentage in the above lists represent an honest attempt by the librarians to include all suitable Canadian titles. In none of the three Canadian Library Association lists does the Canadian component exceed 11%. This means that about 90% of our books must be imported. However, since Britain produces in a year about 32,000 titles, and the USA 29,000, proportions of 82 and 84% American titles seem to represent an unnecessary exposure of our children to one non-Canadian culture. In one elementary school list, there is one Canadian book on police, dated 1950, and 5 American ones. Another example taken from P2J2, 1966, regarding holidays and customs around the world, lists 44 titles published in United States, two titles published in Canada and only one from another country. Other examples are shown in Appendix "A". Surely half of the imported books on police and on holidays and customs around the world could come from a non-American source, as a corrective to an almost exclusive American diet.



(e) Even in cases where there is no direct cultural reason for preferring a non-American alternative (as in the books in elementary school libraries, showing pictures of American flags prominently displayed, or children saluting it) there is a good economic one. The larger the turnover of American branches in Canada, the more reserves they can accumulate to expand, especially by the purchase of other Canadian companies. If more of our imports were from Britain, instead of the USA, this internally generated source of economic domination would be kept more under control.

(f) There are many examples of the American edition being imported into Canada (often illegally, where a Canadian company has Canadian rights) and selling at a higher price than the English edition. For example, Naomi Mitchison's book, Friends and Enemies appears on one list as published by John Day with an American list price of \$3.95 (which inquiries from publishers lead librarians to believe that it would cost in Canada from between \$4.45 and \$4.95.) Collins had the agency here and sold it here for list price of \$3.25. Such savings are possible in other cases.

POSSIBLE SOLUTIONS:

As librarians we are making the following recommendations or possible solutions that could lead to the restoration of a more vigorous and healthy Canadian publishing industry and thus redress the overwhelming imbalance of American materials in our school libraries.

(a) We recommend that a special fund be established by the Ontario Government to provide low-interest, easily accessible loans to Canadian publishers with their head offices in Ontario. In no way does this recommendation



imply that the Ontario government should establish strict regulations with respect to the types of books published or their content. If any regulations are to be established we would recommend that the first priority be that books published would pertain to Canadian-oriented subjects.

(b) We recommend that the Royal Commission on Book Publishing recommend to the Ontario government that the Federal government initiate action in the same manner as in (a) for Canadian Publishers.

(c) We recommend that there be a re-negotiation of Canadian Publishing rights as a separate entity, which might possibly lead to a decreasing dependency on the agency approach for the marketing of books.

(d) We recommend that any booklets published by governments and other institutions be required to include a greater percentage of Canadian books on their lists.

(e) We recommend that a Subject Guide to Canadian Books in Print be published.

(f) We recommend that the Ontario Department of Education establish more flexible and creative incentives (i.e. grants) to school libraries for the purchase of Canadian materials. Since the inception of County Boards of Education, a method of providing the grants could be made by checking purchasing records in each County.

The librarians of York County do not feel that the above proposals constitute a final solution to the problem of the book publishing industry in Canada, but they may assist in alleviating the imbalance of non-Canadian materials in the school libraries of Ontario.



Furthermore, we believe that all action to redress the imbalance cannot occur at the provincial level but local action can be taken by concerned individuals and groups. For example, at a professional development meeting on Nov. 3rd, 1970, of librarians, principals and teachers of the York County Board of Education, the following motion was endorsed by an overwhelming majority:

That this meeting deplores the undue proportions of American books, sometimes as high as 90% in lists of books recommended for schools, and proposes as an objective that Canadian titles in such lists should not be fewer than 10%, and British titles not be fewer than 40%.

In addition our organization has held a meeting with representatives of purely Canadian publishers. Our members have discussed the problems in great detail and are endeavoring to increase the Canadian content of their respective libraries.

The following quotation from one of the ablest and experienced York County Librarians, Mr. N. Roy Clifton, accurately describes our position:

"Just as we see to-day that it was injudicious to borrow such a large part of our economic capital from the United States, it may be clearer to-morrow that to receive so large a proportion of our intellectual capital from the same source is equally or more conducive to the furtherance of our satellite status. Let us exercise and preserve our freedom of choice, while we are still sufficiently unconditioned to be able to choose."



APPENDIX "A".

Selection taken from P2J2 1966.

Supplement 1968.

	U.S.A.	Canadian	Commonwealth U. K.
Information books about the police	9	3	0
Holidays and customs around the world	44	2	1
Biography	157	16	13
Indians of North America	42	2	1
Canada - History	7	11	1
Canada - Geography	15	2	0
Eskimos & Arctic.	14	0	1
Fiction	839	26	126
Australasia	13	0	1
Africa	37	0	2
Great Britain	10	0	1

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

ONTARIO INSTITUTE FOR STUDIES
IN EDUCATION
OFFICE OF FIELD DEVELOPMENT

MAY 13, 1971

ONTARIO INSTITUTE FOR STUDIES IN EDUCATION - OFFICE OF FIELD
DEVELOPMENT

April 13th, 1971

Royal Commission on Book Publishing
Suite S 750
252 Bloor Street West
Toronto 181, Ontario

Gentlemen;

This letter (in response to yours of March 10) will refer only to educational book publishing in English.

Historically the problem of foreign authorship and publication of educational books for Canada was first publicized officially by Lord Durham in his Report. Public concern approaching indignation has appeared in the press continuously ever since. The use of foreign books in schools, however, had and has a valid reason: from its inception Canadian education has been imitative. Except in a very few aspects (and mainly administrative) it still is. What better reinforcement of an imitative process than the textbooks produced at the source of the process being imitated?

The need to imitate also had a valid reason. In the British colonies all the people with the capacity to think about education could have been housed in one small room. Until about 1920 the room need not have been extended much. Even from 1920 onward and until very recently (with the development of graduate schools of education in Canada) the few people who wanted to indulge themselves in thinking about education had to go to Britain or the United States. Naturally the thinking that they brought back was still mainly foreign thinking. Only within the last ten years have we developed a group of inventive minds sufficient in number and competent to respond to Canadian curricular and other educational needs.

Unfortunately for the school book industry the availability of Canadian human resources and a thoroughly fragmented market --- arrived at the same time,



a fragmentation that has taken the heart out of the financial resources of those half-dozen long-time Canadian publishers who had to rely on the generation of their own working capital.

The market fragmentation has been due to (a) the establishment in Canada of branches of American and British firms to double the number of educational publishers and (b) to changes in educational and book purchasing practices. The latter has been far more significant than the former in reducing the capacity of "pure" Canadian publishers to hold their own. The "authorized" textbook, prescribed for use throughout a province, had been the structural support of educational publishing.

Now that central authority has given up its authoritarian prerogatives and is encouraging teachers to invent their own curricula, the use of the textbook as a curriculum package uniformly adopted throughout a province is rapidly giving way to learning from a multitude of resources inside and outside the school house.

Under such circumstances (a) the structured learning program of the textbook may have greatly reduced value, (b) books themselves become only one category of curriculum resource and (c) the personal interests and needs of children and teachers may require a publisher to produce and sell 5,000 copies, say, of 20 books instead of 100,000 copies of an authorized text, economically an impossible task in Canada.

For 150 years the need for Canadian authorship of the packaged course of study in the form of a textbook was an urgent need which, for lack of Canadian educational thinking, was seldom satisfied. Imported texts, usually wearing a Canadian disguise to render the foreign source less obvious, accounted for at least 75% of textbook sales. It is an interesting anomaly that now that we are blessed with a fair-sized host of inventive minds the structured course of study in the form of a textbook, to which many of them might still wish to apply their

thinking, is frequently used by a teacher only as personal assistance in provision of the teacher's own collection of resources for his children's intellectual development. Economically, for both author and publisher, such an effort to satisfy only the teacher's need is almost certain to be a dead loss in the Canadian market.

Two other areas of major concern in Canadian education are processes of teaching and learning and Canadian materials through which the processes may operate. The book is by far the quickest and most useful means for the dissemination of both. Yet any inventive educator who undertakes to set down his thinking in a book-length manuscript and any publisher who undertakes to produce it suffer the same bind as the writer and publisher of the textbook; except that the bind is a great deal tighter.

However, now that education in Canada is beginning to develop a supply of intellectual resources with the competence to create forms and processes of education appropriate to Canadian values the need for encouragement of Canadian authorship and dissemination outlets was never so serious.

The major categories of need are these:

1. Publications that inter-relate and coordinate philosophical thought, research and development across the country. Educational thinking in Canada can never become national, continually segregated provincially, as now, and even regionally within a province.
2. Interpretation of philosophy, research and development to teachers, parents and, generally, the public. Response to this need requires special qualities in authorship. There are numbers of people in Canada who have the competence to do this sort of job, but many of them don't know it (a) because there has been so little to write about and (b) publishers have seldom asked for it.
3. Professional publications especially relevant to the development of teaching and learning techniques in Canadian Studies.

4. Encouragement and development of authorship and publication of books for children about the Canadian scene, historical and current. Although I have indicated encouraging growth of competence in professional thought my own experience suggests that Canadians who can write to entice the interests of the child's mind are rare gems.

To make the publisher's task even more difficult, the educational public (including school librarians) seem to shy away from Canadian authorship of children's books whether about Canada or anything else. This conclusion is derived from a very costly losing game I played (attempting systematically to develop Canadian authorship in children's literature) in competition with the schools' apathy toward the Canadian literary product.

In departments of education in all provinces, the apathy has a rationale. In textbooks, the Ontario department will authorize only products that originate in Canada. In all other provinces the rationale is "We want the best, and we don't care where it comes from".

5. Structured printed materials in various forms, including textbooks. Trends toward use of a multiplicity of resources other than the textbook toward multiple recommendations of texts rather than single, uniform prescriptions, toward the individualizing of learning and the use of learning structures to match personal needs -- such changes have not reduced the need for programs of the textbook type for certain purposes.

What such changes have done, however, is greatly to reduce the potential sale of any one program, and (because of book selection by individual schools or even individual teachers) exorbitantly to multiply the expense of selling. At the same time, because of changes in the forms and practices of education, developmental costs have gone sky-high. The educational air is rich with new ideas. But the publisher has to bring them down to ground and make them work; and new ideas,



designed and elaborated for children's learning, then proven in the classroom, revised and revised again, by actual calculation are about ten times as expensive as the re-working of an old idea.

6. Children's books on almost every conceivable subject. Children's interests and their inquiries are ordinarily as far ranging as those of adults. And since the new thinking in education not only permits but encourages children's pursuit of their own inquiries, from sea-shells to moon-dust, the libraries of the schools must draw from resources that a limited group of Canadian publishers could not conceivably supply.

Both needs and problems have emerged clearly only in the last ten years. The problems, as we have seen boil down to the heavy costs of development, production and selling in a suddenly fragmented market. In a serious attempt to satisfy Canadian needs and resolve the money problem, the only solution that some publishers could find was to merge their educational publishing interests with large, foreign, well-heeled enterprises. Although the mergers shocked the promoters of the Canadian identity the fact is that the merger was the only possible way that the publishers could see by which to ensure the satisfaction of the newly identified Canadian needs.

The only alternative (Canadian private capital being unavailable) was to seek government funding for development. Confronted with the apathy in all provinces except Ontario (and in Ontario the unlikelihood of funding for books for other provinces) the one recourse was the industrial and cultural development funds of the federal government.

Over a period of ten years, however, every effort to persuade federal departments with budgets for such fundings to allocate money for R & D in educational publishing and book manufacturing received a curt "no". In the

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interests of Canadian education it is encouraging to note that the Science Council of Canada in its Report Number Four lists education as one of six major areas urgently in need of research. The products of research, of course, need interpretation and publication. Will the federal government fund any of it? Hardly.

The federal government, responding to the voice of the Canadian people, spends much of its parliamentary time verbally waving the maple leaf, yet the educational book industry, which could be a mighty force in the development of an indigenous self-made Canadian education, the very source of a Canadian identity, is greeted not even with a nod of recognition.

On the other hand, there may be a very good reason, in addition to the BNA Act, for resisting the subsidizing of books for schools. In education, development is a continuous process and every book a new invention. Unlike the funding of hard-product industries, therefore, government funding of school books would require the continuous underwriting of an industry, an event as unlikely as it would be undesirable: comment which may represent only my own rationalization of my failure to obtain funds.

Two matters that have appeared in this discussion need elaboration.

The first is that the hundred and fifty years of our dependence on foreign school books does not seem to have defeated the search for a Canadian identity. Canadians have a capacity to ingest and digest foreign peoples, foreign money, foreign educational practices and foreign school books and use them all to nurture their Canadianism. In my day in high school, except for an unreadable book about the history of Canada, every text we used was an import, mainly American. Yet, no matter that our parents on the prairies voted for Laurier, we youngsters thrilled to the Conservative rallying cry, "No truck nor trade with the Yankees".

Even so, even though no child is likely to be Americanized by an American



text in mathematics, science, bookkeeping or ancient history, we now have that intensely urgent need to invent our own ways of thinking and practising education. The Economic Council of Canada put the need succinctly when, in one of its reports, it said that its forecast of the economic development of Canada would never be achieved unless Canadians showed a great deal more initiative than they had ever shown in the past. Helping and guiding children to invent the products of their own minds is the one and only way to teach "initiative". In this function of the school, one can look anywhere abroad and will fail to find the way to do it. If we are to do that job we must do it by ourselves.

The Science Council of Canada, in the report to which we have referred, points to the way. The reader is referred to page 15 of the Report: "A scientific curiosity-directed approach ... as a means of stimulating thought and creativity". The stimulation of thought and creativity would achieve a good deal more than the economic values about which the Economic Council was concerned: it would help our children to achieve their values in the other four categories -- the logical, aesthetic, ethical and religious values -- that philosophers identify.

It seems odd but it is true that to turn Canadian education from age-old ways to new ways is going to take a lot of money. Because of the power of print it is a good guess to suggest that publishing would use between a quarter and a half of all the money that is required to get the job done in time.

And for Canadian Education, here is the nub of the money thing. Every foreign educational publisher that I know (American or British) has adopted as a stated and as an achieved policy to support its Canadian publishing with Canadian staff, Canadian thinking, Canadian authorship and foreign money to the limit of its ability. Only as foreign publishers respond to Canadian needs will they, can they successfully achieve their full potential in the Canadian market. I am not suggesting that this Canadian orientation is expressed as a charitable donation

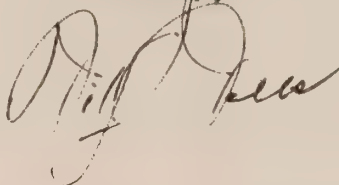
The first part of the paper discusses the importance of understanding the underlying mechanisms of the observed phenomena. It is essential to identify the key factors that influence the outcome and to develop a theoretical framework that can explain the observed results. This involves a careful analysis of the data and a consideration of the relevant literature. The second part of the paper presents the empirical results, which are based on a large sample of observations. The results show that the proposed model is able to explain the observed phenomena, and that the key factors identified in the theoretical framework are indeed important. The third part of the paper discusses the implications of the findings and suggests some directions for future research.

The findings of this study have important implications for the understanding of the underlying mechanisms of the observed phenomena. They suggest that the proposed model is a good representation of the underlying processes, and that the key factors identified in the theoretical framework are indeed important. This has important implications for the development of policy and for the design of interventions. The results also suggest that there are some limitations to the current study, and that further research is needed to address these limitations. This includes the need to develop more sophisticated models and to collect more data on the key factors identified in the theoretical framework.

In conclusion, this paper has presented a theoretical framework and empirical results that support the proposed model. The findings suggest that the key factors identified in the theoretical framework are indeed important, and that the proposed model is a good representation of the underlying processes. This has important implications for the development of policy and for the design of interventions. The results also suggest that there are some limitations to the current study, and that further research is needed to address these limitations. This includes the need to develop more sophisticated models and to collect more data on the key factors identified in the theoretical framework.

to Canadian education. It is simply a fact of life, not only in the Canadian but in the world scene, a fact that has been learned by both Britain and the United States in respect to education in all of the developing countries of the world, Uganda, Tanzania, India -- and now Canada.

Sincerely,

A handwritten signature in dark ink, appearing to read 'W.R. Wees', written in a cursive style.

W.R. Wees
Office of Field Development
The Ontario Institute for Studies in Education
252 Bloor Street West
Toronto 5, Ontario

WRW*tm

THE
 UNIVERSITY OF
 THE SOUTH ALABAMA

STATEMENT

OF THE
 OFFICE OF THE
 COMMISSIONER OF
 THE DEPARTMENT OF
 REVENUE

BRIEF
to the
ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:
GAGE EDUCATIONAL PUBLISHING LIMITED

MAY 13, 1971

GAGE EDUCATIONAL PUBLISHING LIMITED

1500 BIRCHMOUNT ROAD

SCARBOROUGH, ONTARIO

A BRIEF TO THE ROYAL COMMISSION ON BOOK PUBLISHING

RESPECTFULLY SUBMITTED BY

M. O. EDWARDH
PRESIDENT

MAY 13, 1971

SCARBOROUGH, ONTARIO.

Gage Educational Publishing Limited is the inheritor of a proud publishing tradition which had its beginning before Confederation. As it has been and is primarily a text book house, the focus of this short brief will be educational publishing.

Although the evidence presented is specifically that of Gage Educational Publishing Limited, it is our belief that the experiences are typical enough of the industry to warrant the generalizations made.

The brief has been organized as follows:

I Foreign Ownership

II Publishing Problems

III Gage Experiences

IV Recommendations

V Appendices

Appendix A History of Gage Educational Publishing Limited

Appendix B Letter to Authors

Appendix C Publishing Record

Appendix D Canadian Projects

- (i) Writing for Young Canada
- (ii) Stratford Papers
- (iii) Thought from the Learned Societies

Appendix E Special Services

- (i) Quance Lectures
- (ii) Education

Appendix F Special Issues

- (i) Concerning Recommendation #3 of Brief submitted by Canadian Society of Book Illustrators
- (ii) Concerning Gage publications presented by Canadian Society of Book Illustrators
- (iii) Concerning page 1, paragraph 2 in the Brief submitted by Canadian Society of Book Illustrators
- (iv) McClelland & Stewart Recommendations

I FOREIGN OWNERSHIP

Educational publishing is tied intimately to educational trends in Canada. To enhance publishing opportunities and profits at the expense of stifling educational initiative and change would ill serve our provincial and national interests. Although abstract terms such as publishing and education are used, in the end we are thinking of Canadian students whom we require to spend approximately two hundred days a year in school until they are 16 years of age. We can do no less than assume these students have the right to have access to the widest possible range of instructional materials appropriate to their curricula.

The next assumption is an economic one that Canadian publishing must be given the means to participate in the production of such instructional materials. A further assumption is that the materials produced must give an adequate forum to Canadian viewpoints. By and large, Canadian writers are better able to develop this viewpoint which is unlikely to find expression outside of Canada.

The problem of foreign control of Canadian industry is a long-standing one. The solutions offered are diverse and numerous. A consensus as to the appropriate solution may not be formulated for many years. Foreign ownership need not be inimical to the publishing of Canadian material and to the development of a Canadian culture and identity, for most of the decisions made in boardrooms, whether dominated by either Canadian or foreign capital, will be based on financial rather than pedagogical and content criteria. The distinction between foreign ownership and management control must be kept clearly in mind for the ownership of a company has little bearing on the publishing policy. It is shaped by management and the nature of the

The first part of the paper discusses the importance of the study of the history of the English language. It is a branch of linguistics which deals with the changes in the language over time. The second part of the paper discusses the importance of the study of the history of the English language. It is a branch of linguistics which deals with the changes in the language over time. The third part of the paper discusses the importance of the study of the history of the English language. It is a branch of linguistics which deals with the changes in the language over time. The fourth part of the paper discusses the importance of the study of the history of the English language. It is a branch of linguistics which deals with the changes in the language over time. The fifth part of the paper discusses the importance of the study of the history of the English language. It is a branch of linguistics which deals with the changes in the language over time. The sixth part of the paper discusses the importance of the study of the history of the English language. It is a branch of linguistics which deals with the changes in the language over time. The seventh part of the paper discusses the importance of the study of the history of the English language. It is a branch of linguistics which deals with the changes in the language over time. The eighth part of the paper discusses the importance of the study of the history of the English language. It is a branch of linguistics which deals with the changes in the language over time. The ninth part of the paper discusses the importance of the study of the history of the English language. It is a branch of linguistics which deals with the changes in the language over time. The tenth part of the paper discusses the importance of the study of the history of the English language. It is a branch of linguistics which deals with the changes in the language over time.

market. A publisher's main contribution, both to the cultural life of his community and to his company's economic well-being, must stem from his editorial policy and from the way in which this policy is implemented. It is not enough to say one publishes Canadian books unless one makes a real effort to develop the best in Canadian authorship and to prepare materials of high quality that really reflect the facts and pulse of Canadian life today.

The history of the publishing of Canadian textbooks of the last ten years indicates that the foreign owned companies have produced the large majority of Canadian educational materials. Curtailment in publishing which is evident today is related to the nature and demands of the present educational market. Both Canadian and foreign owned publishing houses are finding the publishing of many Canadian projects less and less financially viable.

As the selection of educational materials is in the hands of professional educators who are aware of their responsibility, the answer to publishing in Canada is not to limit the choice of materials either by curtailing imports or by punitive action which would make operation difficult for foreign owned publishers in Canada, but to stimulate production of more materials to widen the choice which is available.



II PUBLISHING PROBLEMS

The difficulties of Canadian publishing have been well documented: the fragmented market, the great diversity of the courses, the increasing use of other media, the extensive use of reference material from libraries and resource centres rather than a text for each pupil, the ten provincial educational authorities in many cases asking for special versions of given texts - have continued to lower the number of any given text sold. The policy of decentralization has resulted in dramatic increases in the cost of sales.

The advantages of decentralization are many. One of the basic assumptions is that those directly involved in the educational endeavour in a given area can select methods and materials which are most appropriate for their needs. The assumption is valid only if there is some assurance that the personnel evaluating the resources are aware of the materials available. The time and cost of presenting materials to the appropriate personnel in the different districts have increased to the point where few publishers have the resources necessary not only to make a professional presentation but also to make material available for evaluation. It would seem logical that the departments of education actively supporting decentralization should assume some responsibility for making sure that all the materials which they have authorized are available for evaluation.

Another difficulty is the definition of what is Canadian. If we accept the easy generalization that Canadian authorship and publication in Canada constitute the requirements, we can easily spread our limited resources so thinly that no real impact can be made. Moreover, the essential qualities of Canadian life can be overlooked. It would seem reasonable to concentrate in those areas concerned with human relations,

values and institutions. In the social sciences and in Canadian literature for both adults and children, special consideration is needed. As scholarship and expertise are international, we have less concern about pure mathematics and the physical sciences. The application of the principles and the examples used to develop the applications should be Canadian. Furthermore we firmly believe that Canadian scholarship in these fields must also be encouraged and the results made available.

A further difficulty is the acceptance of the premise that materials produced in Canada by Canadian authors are necessarily Canadian. The selections contained in reading programs are diverse and wide-ranging. They should extend vicariously the experience of children. They should develop the ability to read critically while nurturing an appreciation of form. Those selections which deal with aspects of Canadian life should be written by Canadians. There is little virtue in having a Canadian write about Mount Everest or Cecil Rhodes unless the author has had first-hand experiences with Everest or has special scholarship related to Rhodes. The quality of the writing is also a criterion. There are reading programs available that have little about Canada and its culture although the reading authors are Canadian and the books are published in Canada. Many Canadianized programs can have more Canadian writing and reflect more accurately the values and institutions of Canada.

Canadian publishing has had little success exporting educational materials. (One exception is the record established by the University of Toronto Press). Many reasons can be advanced: we have not been aggressive enough; we lack the financial resources to explore these



markets; the federal government has provided little encouragement. Perhaps we lack confidence in the quality of the material which we produce. The tremendous growth of our universities, faculties of education, and the steady upgrading of teacher qualifications during the last fifty years represent an authorship potential which should give us confidence as we penetrate foreign markets. The deplorable record exists despite the uniqueness of our situation. We are in a position to make use of the best in both American and English education and to add Canadian scholarship to develop a product which should be highly marketable in the English-speaking world. There are occasions in which we might involve British, Canadian and American scholarship to produce materials which are suitable for the educational market of each country.

Our exports to underdeveloped countries are minimal, although in many instances Canadian materials are more suitable for their needs. The export of Canadian educational materials should be assisted by the fact that Canada has played a major role in making educational personnel available to these countries.

The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that every entry, no matter how small, should be recorded to ensure the integrity of the financial data. This includes not only sales and purchases but also expenses and income. The document further states that regular audits are necessary to verify the accuracy of these records and to identify any discrepancies or errors. It also mentions that proper record-keeping is essential for tax purposes and for providing a clear picture of the company's financial health to stakeholders.

The second part of the document outlines the procedures for handling customer orders and inquiries. It stresses the need for prompt and courteous service to all customers, regardless of the size of their order. The document provides a step-by-step guide for processing orders, from initial contact to delivery and follow-up. It also includes a section on how to handle complaints and returns, emphasizing the importance of listening to the customer's concerns and resolving them as quickly as possible. The document concludes by stating that excellent customer service is a key factor in the success of any business.

The third part of the document discusses the importance of maintaining a strong relationship with suppliers and vendors. It notes that reliable suppliers are essential for ensuring a steady flow of goods and services. The document provides guidelines for selecting suppliers, negotiating terms, and managing the relationship. It also includes a section on how to handle disputes and delays, emphasizing the importance of communication and collaboration. The document concludes by stating that a strong relationship with suppliers is a key factor in the success of any business.

III GAGE EXPERIENCES

The number of titles we have produced gives some indication of the role the company has played in Canadian education. We believe that the educational publisher has the responsibility of preparing materials that are in tune with the current educational needs and reflect the best current thinking in terms of their subject discipline and their pedagogy, for the publisher is a co-partner in the implementation of educational change. Without suitable materials the work of the teacher becomes immeasurably more difficult. It is this role of the publisher which warrants special consideration and support.

The problem is that, having regard to the size of the market and the number of competing publishers, it is becoming more and more difficult for the companies concerned to afford the personnel, the research time, and the whole range of preparatory costs to fulfil properly the above responsibilities. Two examples follow:

- (a) Our company is presently preparing a program in English composition for junior and senior secondary schools.
- Our field surveys indicate that new publications in this area are badly needed, and there is an opportunity in Canada to take some of the best researched (but highly structured) American work in English of the last decade and mix it with some of the most creative (but highly imaginative and unstructured) work from England, so developing materials that suit the Canadian scene and the Canadian temperament, and at the same time making a definite contribution to English studies that may have some influence beyond the

The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that every entry, no matter how small, should be recorded to ensure the integrity of the financial data. This includes not only sales and purchases but also expenses and income. The second part of the document provides a detailed breakdown of the accounting process, starting with the identification of transactions, followed by their classification into debits and credits. It then explains how these entries are posted to the general ledger and how they are used to prepare the financial statements. The third part of the document discusses the importance of regular audits and the role of the auditor in ensuring the accuracy of the financial records. It also mentions the importance of maintaining proper documentation and the need for transparency in all financial dealings. The final part of the document provides a summary of the key points discussed and offers some advice on how to improve the accounting process.

shores of Canada. To do this properly, and quickly enough to be effective, would require a team of advisors who would be scholars in the fields of rhetoric, linguistics, etc., plus a considerable editorial staff and a team of author-teachers, who would be testing materials as they wrote them. In Canada there is no public or private body able to fund such an operation. Our program might be excellent but it might not be the best that could be done in Canada - and perhaps only in Canada - if the proper funding machinery were available.

- (b) Our company has produced a series of three Dictionaries of Canadian English for school and general use, with a fourth scholarly work published in Confederation year and entitled A Dictionary of Canadianisms on Historical Principle. These books have been widely used, and they, especially the latter, were hailed on publication as major contributions to Canadian culture. Yet this series makes a very small contribution to the company's profit and does not in fact earn sufficient money to justify the full maintenance program required to ensure the continual updating and periodical revision of the individual dictionaries.

Educational publishing that is not based on good scholarship is likely to be of limited value, if it is not actually dangerous. Yet publishers are finding it increasingly difficult to make use of the scholarship that does exist, and it is becoming almost impossible for us to initiate scholarship independently.

Canadian educational publishing must remain imaginative, dedicated to finding new and better ways of presenting materials.



A new approach, a different format, will always remain a publishing risk. We believe that in the recommendations presented are guidelines which can encourage the utilization of Canadian talent to be in the vanguard of educational publishing.

IV RECOMMENDATIONS

Financial Assistance

As many publishing projects take three to five years to develop, the publisher makes large investments long before the product is ready for the market, and the cash flow from sales is often sporadic.

- (1) Long-term loans should be made available to any publishing house related to the value of the Canadian materials sold.
- (2) Money at low interest rate should be available for special projects or tax concessions be granted for development costs.
- (3) Long-term loans be available to manufacturers of educational materials to modernize equipment to be better prepared to handle smaller runs economically.

Departments of Education

- (1) Should recognize that certain areas of the curriculum such as the social sciences and literature reflect the Canadian culture and that the fields of mathematics and physical science have little to do with a national way of life.
- (2) Departments which have multiple authorizations should provide the authorized materials to appropriate teachers to ensure an adequate evaluation of resources available.
- (3) Should be encouraged to develop a grant structure in order that teacher-authors may be given time from teaching to write which would not financially penalize either teacher or school district.

Marketing

- (1) Both provincial and federal governments can do much more to promote the Canadian book through trade missions, book fairs.

CHAPTER 1

The first part of the chapter discusses the importance of understanding the basic principles of the subject. It covers the fundamental concepts and the methods used in the study. The second part of the chapter deals with the application of these principles to various problems. It includes several examples and exercises to illustrate the concepts. The third part of the chapter discusses the historical development of the subject and the contributions of various scientists. It also includes a list of references for further reading.

The fourth part of the chapter discusses the current state of the subject and the challenges that remain. It also includes a list of references for further reading. The fifth part of the chapter discusses the future of the subject and the potential for new discoveries. It includes a list of references for further reading. The sixth part of the chapter discusses the importance of the subject in the field of science and the role of the researcher. It includes a list of references for further reading. The seventh part of the chapter discusses the importance of the subject in the field of science and the role of the researcher. It includes a list of references for further reading. The eighth part of the chapter discusses the importance of the subject in the field of science and the role of the researcher. It includes a list of references for further reading.

- (2) A government-supported organization could be established in Britain and the United States to warehouse and sell Canadian educational materials.
- (3) A direct subsidy could be made available to publishers to make specific titles competitive in price to the underdeveloped countries, or a tax concession be granted for such sales.

Canada Council and the Province of Ontario Council for the Arts

We believe

- (1) that other than mathematics and science texts, texts do reflect the culture and the value systems of Canada.
- (2) that the talent to write educational materials is as creative as that required to write poetry or a novel.
- (3) that both organizations should provide adequate grants to the authors of educational materials.

Research

Research and scholarship are vital to ensure the production of quality materials. Money should be available from governments for well defined research and should be available to publishing houses as well as universities and other non-profit organizations.

Children's Literature

- (1) That a National School for Children's Writers be established, similar to the National Theatre School. This School should give courses in the history of children's literature, in a thorough study of children's classics, and in the techniques of good writing. For those who are interested in writing for

The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that every entry, no matter how small, should be recorded to ensure the integrity of the financial data. This includes not only sales and purchases but also expenses and income. The document further states that regular audits are necessary to verify the accuracy of these records and to identify any discrepancies or errors. It also mentions that proper record-keeping is essential for tax purposes and for providing a clear picture of the company's financial health to stakeholders.

The second part of the document outlines the procedures for handling customer orders and inquiries. It stresses the need for prompt and courteous service to all customers, regardless of the size of their order. The document provides a step-by-step guide for processing orders, from initial contact to delivery and follow-up. It also includes a section on how to handle complaints and returns, emphasizing the importance of listening to the customer's concerns and resolving them as quickly as possible. The document concludes by stating that excellent customer service is a key factor in building a successful business and maintaining a positive reputation.

The third part of the document discusses the importance of maintaining accurate inventory levels. It explains that having the right amount of stock on hand is crucial for meeting customer demand and avoiding stockouts. The document provides a detailed explanation of the various methods used to track inventory, including physical counts and automated systems. It also discusses the importance of regular inventory audits to ensure that the recorded levels match the actual stock. The document concludes by stating that accurate inventory management is essential for efficient operations and for maximizing the company's profitability.

The fourth part of the document outlines the procedures for managing the company's finances. It includes a section on budgeting, which explains how to set realistic financial goals and allocate resources accordingly. The document also discusses the importance of monitoring the company's financial performance and making adjustments as needed. It provides a detailed explanation of the various financial statements, including the balance sheet, income statement, and cash flow statement. The document concludes by stating that sound financial management is essential for the long-term success of the company.

textbooks, there should be courses in how children develop and in the elementary school curricula in each province. These courses should emphasize the limitless imaginations of children and also the areas that are beyond them. This recommendation for a National School is made while recognizing that a genius, such as Lewis Carroll or R. L. Stevenson, wouldn't need such a school. But the need in Canada is for a group of intelligent writers who can write with competence for children's textbooks.

- (2) That universities and teachers' colleges be given assistance to establish courses in the field of children's literature.
- (3) That established authors who want to write for children be given financial assistance through an agency such as the Canada Council.
- (4) That national awards be established in the field of short stories, essays, biographies, one-act plays, and poems for children. These awards should carry the prestige of a Governor General's award.
- (5) That libraries be given grants to improve their children's libraries.
- (6) That support be given to improve research facilities across Canada so that authors are stimulated to create Canadian heroes to replace the American heroes that flood our market.
- (7) That some method be found to help individual textbook publishers with "trade" marketing. A central agency could not only display and help distribute books in Canada, but could arrange for world-wide displays of Canadian children's literature.

APPENDIX A

HISTORY OF GAGE EDUCATIONAL PUBLISHING LIMITED

Gage Educational Publishing Limited is both a new company and an old company. Its present name and structure are as new as 1971; its history pre-dates Confederation.

The firm had its beginning in Montreal. In 1844 in that city, Robert and Adam Miller opened a small factory and store known as R. & A. Miller, Booksellers and Stationers. In 1860 the brothers opened a branch in Toronto, with Adam Miller as its manager. When, in 1863, the brothers dissolved their partnership because of the difficulties of transportation and communication, Adam Miller became the owner of the Toronto business.

Mr. W. J. Gage (later Sir William) joined the firm in 1874 and purchased full ownership of it in 1888, following Adam Miller's death and Mrs. Miller's subsequent withdrawal from the partnership. To express the new ownership, the name of the firm was changed to W. J. Gage and Company Limited, which was shortened, in 1957, to W. J. Gage Limited. Gage family interests have continued to have a controlling interest in the firm, Sir William having been succeeded as president by his son-in-law, whose son, Gage Love, is today president of W. J. Gage Limited.

In addition to its Textbook Division, W. J. Gage and Company Limited had manufacturing and distribution facilities for an Envelope and for a Stationery division (its retail department had been discontinued in 1871). In 1958 the firm moved from downtown Toronto to a new plant in Scarborough.

By 1970 it was obvious to management that the three divisions would be able to operate more effectively as three separate companies. As a result of this separation in 1971, the Textbook Division of W. J. Gage Limited became Gage Educational Publishing Limited. W. J. Gage Limited,



now a holding company for each of its three former divisions, still holds shares in Gage Educational Publishing Limited. Although the majority ownership now rests with Scott, Foresman and Company of Chicago, one of the largest educational publishing companies in the world, and one with whom our firm has been associated for over forty years, Gage Educational Publishing Limited remains a Canadian corporation under the chairmanship of Gage H. Love and the presidency of Dr. M. O. Edwardh. Of the remaining seven directors, three are Canadian and each has a long association with W. J. Gage Limited.

Gage Educational Publishing Limited is one of the largest publishers of indigenous Canadian publications in Canada, producing between sixty to eighty new titles each year. They are also representatives in Canada for Edcom Systems Incorporated; Forkner Publishing Company; Rand McNally Educational Maps, Texts, and Globes; South-Western Publishing Company; and, of course, Scott, Foresman and Company.

For many decades, Gage has endeavored to bring to Canadian educators and students, through its personnel, its workshops, its professional publications, and its textbooks, all that is best in educational philosophy, content, and method. Under its new name and with increased resources behind it, Gage Educational Publishing Limited is confident of its ability to make an even more noteworthy contribution to Canadian education.

APPENDIX B

LETTER TO AUTHORS

October 8, 1970

Dear

You will find attached copies of two announcements made on Monday, September 28, 1970. I would like to clarify the issues involved.

The first issue is that of foreign ownership of Canadian industry. This problem is a long-standing one and no easy answer has been found. It is quite possible that the Federal government will provide a partial solution by demanding that 50% or 51% control remain in Canada. If such is the development, the new corporation will be able to accommodate the ruling if Canadian financial backing is available.

The intent of the new publishing company is the second issue. The intent has not changed. We shall continue to publish Canadian materials. It must be obvious that if Scott, Foresman had been interested only in selling its materials in Canada, it could have set up a viable jobbing operation for 20% of the cost of buying a major interest in the textbook division of W. J. Gage Limited.

In fact, it was our determination to continue Canadian publishing that led us to the decision to make sure the necessary resources would be available for us to function effectively.

The first part of the paper discusses the importance of maintaining accurate records of all transactions. It is essential for the company to have a clear and concise record of all financial activities, including sales, purchases, and expenses. This will allow the company to track its performance over time and identify areas for improvement.

The second part of the paper focuses on the importance of maintaining accurate records of all transactions. It is essential for the company to have a clear and concise record of all financial activities, including sales, purchases, and expenses. This will allow the company to track its performance over time and identify areas for improvement.

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The tenth part of the paper focuses on the importance of maintaining accurate records of all transactions. It is essential for the company to have a clear and concise record of all financial activities, including sales, purchases, and expenses. This will allow the company to track its performance over time and identify areas for improvement.

I am hopeful that we shall be able to find a larger market for Canadian materials than we have in the past. I am also looking forward to joint efforts which will result in simultaneous publication in Canada and the United States. There is every indication that our publishing efforts will expand, not contract.

I know you are aware of the educational trends in our country with the emphasis on individual differences, the demand for relevance, decentralization, and the development of resource centres. These trends have dramatically changed the buying patterns and increased the cost of selling.

The publishing industry survey for the years 1967, 68, and 69 (using 1967 dollars as a base) has found that the sale of Canadian manufactured texts has decreased approximately 30%, and the sale of imported titles has increased tremendously. This development made it essential that a strong base of imported titles and programs be guaranteed in order to permit the continuing of Canadian publishing. Unless a publishing company has a large sales force to present Canadian materials to the schools of Canada, the sale of indigenous materials will continue to wane. To maintain such a sales force, a company must have a large list of books suitable for resource centres and libraries, and we are confident that in the Scott, Foresman list we have a supporting base unequalled in its range and educational quality.



The new corporation, Gage Educational Publishing Limited, is a jointly owned company with a Board of Directors of its own, the management of which will remain Canadian. The formation of publishing policy will be in the same hands as before.

The long-term success of any publishing company depends in a large measure on the quality of its authors and on the relationship with them. Let me assure you that this announcement will neither change our working relationship nor our plans for the future.

I am sorry that at this time I cannot write each of you a personal letter, but I did want to share with you my convictions and feelings. If there are any questions or concerns, I would be very pleased to hear from you.

Sincerely,

M. O. Edwardh,
Vice President Publishing.

Released by W. J. Gage Limited, September 30, 1970.

A new jointly owned educational publishing company will emerge in Canada from an Agreement of Intent which has been signed by W. J. Gage Limited, Toronto, and Scott, Foresman and Company, Glenview, Illinois, whose business relationship in textbook publishing has developed over a period of more than forty years. The textbook publishing assets of W. J. Gage Limited are to be sold to the new corporation in which Scott, Foresman will have the majority interest.

The Agreement, effective January 1, 1971, was made known by Gage's



President, Gage H. Love, who will be Chairman of the new company; its President will be Dr. Mel Edwardh, now Vice President Publishing, W. J. Gage Limited.

Mr. Love said that this joint venture will utilize fully present personnel and will make available new resources better to meet the diversifying needs of education in Canada. The new company should also be in a much better position to market Canadian materials in English-speaking countries.

Plans for expansion of envelope, stationery, and school writing-material production by other divisions of W. J. Gage Limited are in the making, Mr. Love added.

Released by Scott, Foresman, September 28, 1970.

SCOTT, FORESMAN AND W. J. GAGE
FORM NEW CANADIAN PUBLISHING COMPANY

Scott, Foresman and Company, Glenview, Illinois based educational publisher, and W. J. Gage Limited, Toronto, announced today an agreement in principle to establish a new jointly owned Canadian publishing company. Scott, Foresman would hold a majority interest, which it would acquire for cash. The agreement calls for the transfer of the assets of the Textbook Publishing Division of W. J. Gage Limited to the new corporation.

Darrel Peterson, Chairman of Scott, Foresman, stated:

"The intent of this agreement is to formalize a long and productive relationship of over forty years between our two companies. It is our hope that this new enterprise will provide a stronger intellectual and financial base to meet the needs of Canadian schools and colleges. Our



plan is to transfer all the management personnel and employees of W. J. Gage's publishing division to the new company. Dr. Mel Edwardh, presently the senior publishing officer of W. J. Gage Limited, will be the President of the new company."

APPENDIX C

GAGE EDUCATIONAL PUBLISHING RECORD

I Titles In Print - December 31, 1970

Canadianized (U.S. Origin) 365

Canadian Origin 439

TOTAL 804

II Books Editorially Produced

	<u>Canadian</u>	<u>Canadianized</u>	<u>Total</u>
1959	5	13	18
1960	22	27	49
1961	26	36	62
1962	25	30	55
1963	32	35	67
1964	32	13	45
1965	35	22	57
1966	48	39	87
1967	45	15	60
1968	18	15	33
1969	14	29	43
1970	88	12	100
1971 (and in production for 1971)	70	4	74



III Trends in Editorial Work

		<u>New Titles Of</u>		
		<u>Canadian</u>	<u>U.S.</u>	
		<u>Origin</u>	<u>Origin</u>	<u>Total</u>
Average 5 years	1959-63	22	28	50
	1962-66	36	28	64
	1965-69	32	24	56
	1967-71	47	15	62
This year (1971)		(70)	(4)	(74)

We have been producing more new books, and increasing the proportion of new Canadian books as opposed to "Canadianized" books.

IV Manufacturing Record

	<u>1966</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>
Total books manufactured	3,209,000	2,813,000	2,095,000	1,709,400
Number of titles printed	256	232	243	207
Average run on press	11,300	10,300	8,120	7,660

Despite the increasing production of new titles, there has been:

- a) A decline of 46% in the 5-year period in the total number of books that we have manufactured in Canada in a given year.
- b) A decline of 20% in the 5-year period in the number of titles that were reprinted in the year.
- c) A decline of 32% over the 5-year period in the average run on the press.



APPENDIX D

CANADIAN PROJECTS

(1) Writing for Young Canada

When the clamor for Canadian material in Canadian text books began to sweep the land in the 1950's, Canadian text book publishers looked about in dismay. This was especially true of the text book publishers who were working to produce Canadian readers for elementary school children. When making selections for a reader, the publisher must try to present a variety of short selections written by gifted authors. This means that the publisher needs a large body of resource material. The United States has such a body of children's literature, including many short selections. This body of literature has accumulated since 1879, when the famous children's magazine, Saint Nicholas, began publication. England has a similar body of children's literature, which has accumulated since 1879, when The Boy's Own Paper began publication. Canada has almost no body of children's literature as a resource for the publishers.

It is true that Canada has a few gifted writers of children's literature. Ernest Thompson Seton, L. M. Montgomery, and Farley Mowat have written book-length manuscripts for children. But where are the short stories set in Newfoundland, Quebec, or Saskatchewan? Where are the short biographies and one-act plays that tell about Canadian heroes? Where are the Canadian poems about hockey, about modern cities, and about the feelings of a Canadian child in the age of space travel?

Faced with a lack of resource material, publishers in the 1950's were forced to begin programs to try to stimulate Canadians to write for children.



Meanwhile, stop-gap solutions had to be found. Established writers in the field of adult literature were commissioned to write selections. Experts in science, geography, history, and other disciplines were asked to write essays about Canada. Selections written for adults were simplified and adapted. Hard-pressed editors frequently became instant authors, writing selections designed both to teach a skill and make children aware of Canada. None of these solutions could possibly create first-rate children's literature.

The publishers then turned to Canadian authors and asked why authors in Canada did not write for children.

Some authors immediately replied that there was no incentive. The markets in Canada were limited, and the highest price an author could expect for a published children's story was twenty-five dollars. Then, when the book in which the story appeared was marketed, it had to compete with beautifully illustrated books from the United States. The American books sold much more cheaply than Canadian ones, because of the volume of sales in the United States. On the other hand, in the 1950's American regulations forbade the sale in the United States of more than 1500 copies of a book published in Canada.

Some authors replied that most people considered writing for children an inferior form of endeavour. Few understood the special skill and understanding required to produce fine and sensitive writing for children. If an author could write well, there was more honour to be found in the field of adult publications. An author might not be interested primarily in financial returns, but could still, understandably, be concerned about recognition. Where was the Governor General's award for children's literature? Where was there



any award for the best short story or poem for children? There was a medal given by the Canadian Association of Boys' and Girls' Librarians for a book-length manuscript, and prizes given by two publishers, also for book-length manuscripts. But there was no recognition for short selections for children, one of the most difficult forms of writing.

Some authors replied that they would like to write for children but felt uneasy in the field. There was a need for discussion and stimulation. But where could this be found? Most Canadian universities ignored the field, offering no courses in the history of children's literature or courses that made a serious study of children's classics. Even the teachers' colleges did not give elementary school teachers a background in children's literature, a field that dates back to 1744, when John Newbery of London opened the first bookshop for young readers. In other words, authors for adults had an opportunity to study and discuss models; authors for children had no such opportunity in Canada.

By 1960, the situation had not improved and there seemed to be little interest in improving it. So, publishers assumed a burden that few publishers in the world have had to assume. In addition to the difficult task of actually producing the textbooks, the same publishers tried to help create resource material.

In 1960, W. J. Gage Limited began a program known as "Writing for Young Canada". The problems that this program faced are probably typical of the problems faced by other programs in the same field in Canada.

"Writing for Young Canada" was designed to encourage Canadian authors to create Canadian literature for children from six to twelve years of age. The program solicited manuscripts for short stories,



essays, biographies, one-act plays, and poems. Only Canadian citizens or permanent residents of Canada could submit manuscripts. The payment for an accepted prose manuscript was \$150.00. All accepted manuscripts were to be published in anthology form. One anthology, Nunny Bag, was for six- to nine-year-olds and the other, Rubaboo, for ten- to twelve-year-olds.

As an additional incentive, an Award of Merit of \$300.00 was offered annually for the most distinguished manuscript in each anthology. The award-winning selections were chosen by an independent panel of judges that included: Professor Michael Hornyansky, Brock University; Professor Ralph Gustafson, Bishop's University; Robert Weaver, Editor of Tamarack Review; Sally Creighton, Children's Book Critic, CBC; Dr. Marion Scribner, Specialist in Children's Literature, Saskatchewan Teachers' College, Regina; Mrs. R. M. Smith, staff of Boys' and Girls' House, Toronto Public Libraries; and Professor Earl Buxton, University of Alberta.

The first major expense was for an extensive advertising campaign. Advertisements were placed in all major newspapers and periodicals in Canada. Thousands of brochures were mailed to libraries, educational institutions, and individuals. The brochure was a sixteen-page illustrated booklet, outlining the history of children's literature and also the aims of the program.

The second major expense was faced when hundreds of manuscripts began to arrive in response to the advertising campaign. Eight thousand manuscripts were submitted the first year. Handling and filing the manuscripts required an efficient secretarial staff. Reading and evaluating the manuscripts required a committee of



editors, librarians, teachers, authors, mothers and children. Every manuscript was read and evaluated.

As an additional service, the program offered constructive criticism to promising authors. Many authors were able to absorb the criticism and successfully submit a manuscript the second time.

It soon became obvious that many Canadians were interested in writing for children. It also became obvious that many individuals who submitted manuscripts were not competent writers and would not be able to write well at any level. This meant that the committee had to sift through thousands of manuscripts to find twenty that offered any possibility of publication. Ninety per cent of the individuals who submitted manuscripts seemed to have no standard by which to evaluate their own work. The problem was clearly more fundamental than having a market that offered reasonable payment, the opportunity for publication, and the possibility of an award. These rewards were necessary, but developing critical judgment was even more important.

Few established writers showed any interest in "Writing for Young Canada". Some did not feel competent to write for children; some were committed to other publishers; and some were suspicious of awards given by business firms.

The program lasted nearly six years. Ten annual anthologies were published, five in the Nunny Bag series and five in the Rubaboo series. In the ten volumes, 219 selections were presented, representing the work of 114 Canadian authors. (It is interesting and regrettable that few writers chose to write biographies or other material that required extensive research.) Each of the ten volumes was illustrated by a Canadian artist. The awards were presented at the annual convention of the Canadian Authors Association. In other words, the program stood behind its promises.



The quality of the published selections was uneven. This is true of all anthologies, even those composed of selections from published material. What was unique about the "Writing for Young Canada" anthologies was that the volumes were composed of previously unpublished material. Nowhere in the United States or Britain has such a program been undertaken.

While the anthologies were being produced, very little recognition came in Canada. However, the work did not go entirely unnoticed. Textbook firms in the United States became aware of the collection and requested permission to reprint some of the selections. In the visual arts field, Rubaboo 5 was selected as an award winner in the 47th Annual of Advertising, Editorial, TV Art and Design in the United States. Since 1966, when the program ended, many selections have been reprinted by Canadian publishers.

It was in 1966 that W. J. Gage Limited felt it was time to evaluate the program. An enormous effort had been made and a substantial sum of money had been invested. But the sale of the books had been disappointing.

Teachers said that they preferred small paper-bound volumes of individual stories for the classroom. Libraries said small paper-bound books were not suitable for a library shelf, where the title must be seen on the spine. Many librarians and teachers were hesitant to buy new books that did not appear on approved lists.

Marketing also presented problems. Individual textbook publishers do not have the sales staff to visit public libraries and bookstores, because sales are not high enough to justify the expense. So it was difficult to distribute in "trade" outlets.



Whatever the reason for the low sales, W. J. Gage Limited had to face the fact that a program to develop Canadian literature for children would have to be heavily subsidized.* Requests for support from government agencies such as the Canada Council were refused. So, regretfully, the "Writing for Young Canada" program was discontinued.

In 1971, the textbook publishers in Canada face the same problems they faced in 1950 and 1960. They can produce excellent Canadian readers only if they have a body of published Canadian selections for children. The problem is so fundamental and so enormous that one publishing firm cannot assume the burden of creating the material. It requires a nation-wide effort at the governmental level.



APPENDIX D

CANADIAN PROJECTS

(ii) Stratford Papers on Shakespeare

This series of selected papers was delivered at the Shakespeare Seminar sponsored by the Universities of Canada in co-operation with the Stratford Festival Theatre through the offices of the Department of Extension of McMaster University. It was published annually by W. J. Gage Limited for five years, beginning with the papers delivered at the first Shakespeare Seminar in 1960.

The publication of the series was financed in total by W. J. Gage Limited. Each volume is still in print. The sales for each volume since publication are:

STRATFORD PAPERS ON SHAKESPEARE:	1960 Volume	-	1,499 copies
STRATFORD PAPERS ON SHAKESPEARE:	1961 Volume	-	1,403 copies
STRATFORD PAPERS ON SHAKESPEARE:	1962 Volume	-	1,976 copies
STRATFORD PAPERS ON SHAKESPEARE:	1963 Volume	-	1,928 copies
STRATFORD PAPERS ON SHAKESPEARE:	1964 Volume	-	1,976 copies

None of the volumes has repaid its original investment. Nevertheless, we do not feel that the publication of this series was a poor publishing decision but rather that the papers filled a valid need. However, with regret we had to discontinue the publication of the series since we could not continue to subsidize its production.



APPENDIX D

CANADIAN PROJECTS

(iii) Thought from the Learned Societies of Canada

This series, terminated after two years, was originated and developed by the then sales representative of the University Department of W. J. Gage Limited.

The series was an attempt to inform members of the academic community of the thought and development in other areas of the academic community. The executive of each Association in the Humanities and the Social Sciences was asked to select, from the papers delivered to its Association, one or two papers that they felt would be of most interest to members of other Associations. Excellent co-operation was received from the executive of each Association, and two volumes were published. Each volume was financed in total by W. J. Gage Limited.

These two volumes were declared out-of-print in 1968. Their total sales since publication were as follows:

THOUGHT FROM THE LEARNED SOCIETIES OF CANADA: 1960 - 591 copies

THOUGHT FROM THE LEARNED SOCIETIES OF CANADA: 1961 - 536 copies

While these two volumes contain many excellent papers contributed by a large number of Canadian scholars who have become known internationally since the publication of these volumes, the series has to be considered a failure from both the economic point of view and from the point of view of the purpose of the series. The series was based on the naive concept that scholars in one discipline might be curious to know what is happening in other disciplines. The Renaissance Man could not be resurrected, and the publisher should have known this. The publication of the two volumes in this series was a bad publishing decision and the publisher deserved the financial beating that he received.



APPENDIX E
SPECIAL SERVICES

(i) Quance Lectures

(ii) Education

One of the interests of a conscientious educational publisher should be to ensure that there is in his country a body of opinion that is well informed on the best educational thought and the most promising pedagogic trends of the day. Out of such a climate can come both a receptiveness to the publisher's most creative new materials and the possibility of dynamic new authorship.

For a number of years, Gage has sponsored two series of publications that seek to meet these needs and to provide a service to the teaching profession at large: a series of annual lectures entitled THE QUANCE LECTURES IN CANADIAN EDUCATION and a series of pamphlets under the title EDUCATION.

QUANCE LECTURES. In 1949, Dr. Frank M. Quance, of the Faculty of Education, University of Saskatchewan, established an annual lectureship in education with the intention of providing a regular series of contributions to Canadian literature on professional education and to stimulate the scholarly study of different phases of our Canadian educational systems. These lectures are still given annually at the University of Saskatchewan, Saskatoon; a complete list of the lectures so far published is attached. From the beginning, Gage undertook the publication and distribution of the lectures. Since Dr. Quance's death, Gage has, in addition, borne the costs of each lecturer's honorarium and transportation.



EDUCATION. These pamphlets were instituted by Dr. W. R. Wees in 1954 as a direct result of the lack of historical material that was found to be available during the preparation of C. E. Phillips' book, THE DEVELOPMENT OF EDUCATION IN CANADA. One purpose of the pamphlets was thus to constitute a continuing body of source material for future historians of Canadian education; another was to provide a forum for original and creative ideas in education and to provide an outlet for teachers and administrators who had something important to say and might also develop into authors of text or professional books. Approximately ten pamphlets a year were published for fourteen years, and they were reprinted and bound in two-year volumes. For the past two years publication has been spasmodic, both as an economy measure in terms of production and distribution costs and as a result of a shortage of editorial time.

The EDUCATION pamphlets are sent free to a mailing list of administrative and faculty personnel numbering about 5,000. Both the QUANCE LECTURES and the bound copies of EDUCATION have been sent free to a preferred list that now numbers approximately 3,000. They are subsequently available for sale, though the market for them is uncertain and by no means lucrative. During 1970, total sales of fourteen QUANCE LECTURE titles then in print were 211 copies. In the same year combined sales of eight volumes of EDUCATION (including a supplementary volume published in 1966) were 184 copies.

We believe that publication of such materials as these lectures and pamphlets constitutes a valuable service to Canadian education, but it is obviously one that has become a considerable drain on our resources.



Moreover, although there is undoubtedly some promotional value accruing to the company as a result of such publications, in the present state of the market this is not sufficient, in terms of any estimate of increased textbook sales, to justify the expense involved.

It would seem that government aid for such service publications would be justified on many counts. Such aid might be provided in the form of a contribution to actual costs from the Canada Council or some other foundation or government body. Perhaps, too, some form of remission of corporate tax could be worked out to support publications such as this that could be regarded as unprofitable but in the national interest. We would strongly propose that a reduced mailing charge should be applicable to such publications; the fact that the mailing list is unlikely to reach the 10,000 figure that is now the qualification for a one-cent reduction of postage does not detract from the usefulness of these materials. Finally, this type of material seems worthy of some kind of minimal government purchase for use and distribution overseas. Considerable interest has recently been expressed in the EDUCATION series by a German teacher studying Canadian education, and a review of the series has appeared in a German teachers' magazine. More such notice would be taken of Canadian writings on education if assistance was available to make them more widely known on the international scene.



The QUANCE LECTURES In Canadian Education

1949	STRUCTURE AND AIMS OF CANADIAN EDUCATION	by J. G. Althouse
1950	TEACHER EDUCATION IN CANADA	by Milton Ezra LaZerte
1951	SHOULD WE ALL THINK ALIKE?	by Walter Pilling Percival
1952	CURRICULUM TRENDS IN CANADIAN EDUCATION	by Harold Lane Campbell
1953	IMPLICATIONS OF RESEARCH FOR CANADIAN CLASSROOM PRACTICES	by David H. Russell
1954	THE UNIVERSITY AND ITS NEIGHBORS	by George Peel Gilmour
1955	PUBLIC SECONDARY EDUCATION IN CANADA	by Charles Edward Phillips
1956	EDUCATION IN THE ATLANTIC PROVINCES	by George Alain Frecker
1957	EDUCATIONAL FINANCE IN CANADA	by H. P. Moffat
1958	TRENDS IN CANADIAN EDUCATION	by William Herbert Swift
1959	THE ROLE OF GOVERNMENT IN CANADIAN EDUCATION	by Woodrow S. Lloyd
1960	CATHOLIC EDUCATION IN FRENCH-SPEAKING QUEBEC	by Irénée Lussier
1961	EDUCATIONAL RESEARCH IN CANADA: TODAY AND TOMORROW	by R. W. B. Jackson
1962	THE ROLE OF TEACHERS' ORGANIZATIONS IN CANADIAN EDUCATION	by Dr. J. M. Paton
1963	SPECIAL EDUCATION IN CANADA	by Dr. Samuel R. Laycock
1964	HOW BIG IS TOO BIG?	by Dr. George E. Flower
1965	THE HUMANITIES IN MODERN EDUCATION	by Dr. John Francis Leddy
1966	THE IMPLICATIONS OF CONTINUOUS LEARNING	by Dr. James Robbins Kidd
1967	THE WAY AHEAD	by Dr. Wilfred R. Wees



- | | | |
|------|--|------------------------|
| 1968 | RELEVANCE AND RESPONSIBILITY IN
EDUCATION | by Dr. Frank MacKinnon |
| 1969 | UNIVERSITIES AND GOVERNMENTS | by J. A. Corry |
| 1970 | CURRICULUM CHANGE IN A CANADIAN
CONTEXT | by Henry Janzen |

Pamphlets on EDUCATION

- PURPOSES:**
- a) To contribute to the body of current literature on education.
 - b) To contribute to the permanent literature on education in Canada.
 - c) To stimulate authorship in education.
 - d) To provide a further outlet for educational comment.
 - e) To assist in inter-provincial educational communication.
- AUTHORSHIP:** Anyone whose interests have resulted in his acquiring special ability in any field of education, or anyone whose thinking about any aspect of education has led him to a degree of professional assurance in his point of view, is invited to describe his work and present his conclusions.
- BIOGRAPHY:** With his manuscript the author is requested to send to the publishers a brief statement of from 50-75 words, indicating his training, with degrees, his career history, and his present work; plus any other biographical material that he thinks might be usefully informative.
- REMUNERATION:** Payment for each manuscript accepted will be \$50.
- LENGTH:** Plans for format require limitation of the manuscript to 2000 words. Any manuscript over 2000 words will need to be edited to conform to the required length.
- DATES OF PUBLICATION:** Publication will be monthly during the ten months of the school year.
- DISTRIBUTION:** The pamphlets will be distributed free to departmental officials, superintendents of schools and to Normal school and teachers' colleges.
- PERMANENCY:** At the end of two years, the twenty pamphlets published during that period will be re-published and distributed to the mailing list in book form. It is hoped that each book, as it is produced, will provide for permanent reference some indication of the nature of education in Canada during each two-year period. It is proposed to develop this project into a permanent education service.



APPENDIX F

SPECIAL ISSUES

- (1) Concerning Recommendation #3 contained in the Brief submitted by the Canadian Society of Book Illustrators, April 15, 1971.

"3. To preserve and promote the growth of the Canadian publishing industry, proposed textbooks should be approved at manuscript-layout stage rather than after (the publisher has been subjected to) the expensive process of publication."

Gage Educational Publishing Limited is strongly opposed to this proposal which, we assume, is addressed to the Ontario Department of Education.

It has been our experience that the Department of Education in each province deals fairly and objectively with all publishing companies that deal fairly with it. Each Department of Education works in a slightly different manner, and it is our responsibility as educational publishers in Canada to work with each Department of Education in a way that best serves its needs.

In many provinces, a textbook that a publisher feels would meet the requirements of a particular course of study cannot be considered for approval and use in that province unless there is a Curriculum Committee considering new books in that subject area and at that grade level. It is possible, therefore, to publish a book in 1971 that would be suitable for a course of study in province X but which might not be considered in that province until a new Curriculum Committee was formed in that subject area in 1975. By that time the book would be four years old and perhaps in need of major revision.

In the province of Ontario, it is possible to submit a Canadian textbook that the publisher feels is suitable for an existing course of



study at any time. The Department forwards copies of the book to reviewers who are considered "experts" in a given field. If the reviews are favourable, the text is then listed as an approved text in the next issue of Circular 14 or one of its supplements.

A publisher is free to request a meeting at any time with the appropriate people in the Curriculum Section. To this meeting he may bring the authors of the book to discuss, in general terms, the direction of Committee thinking, if it is currently revising the guidelines for any course of study.

In our opinion, the consideration of textbooks in manuscript stage for approval in Ontario would be a retrograde step. This practice occurred years ago and in our view had a stifling effect upon education in Ontario, upon the Department of Education, upon the publisher, and upon the author. Since the book was not considered to be finished, the Department of Education felt that it had the opportunity and the obligation to request many changes in style, approach, and design, as well as content. The book was thus subjected to the strong views of people who were not part of the author-publisher process and who were in a position to impose those views before the project was completed. The publisher, if he is to survive, must have a national point of view. Such procedures as recommended can make publications very provincial at the time we are searching for larger markets and Canadians are asking for a Canadian viewpoint.

As a publisher, Gage Educational Publishing Limited would prefer not to be subjected again to such procedures. We prefer to work with our authors, our designers, our illustrators and other suppliers to produce a book that we feel is most suitable for a given course of study. Then we are prepared to be judged. We would prefer occasionally



to be judged a failure than to be told what to do every step of the way.

It could be argued that if a publisher did not wish to submit a manuscript for approval, he would not have to. However, if the apparatus and staff were established for this process, the procedure would be unavoidable.



APPENDIX F

SPECIAL ISSUES

- (ii) Concerning Gage publications submitted to the Commission by the Canadian Society of Book Illustrators

With reference to the transcript beginning with page 394, paragraph 4 to page 397, and with reference to pages 413-416 of the transcript.

It is our understanding from reading the transcript of the Brief presented to the Commission by the Canadian Society of Book Illustrators that six Gage publications were presented as examples to illustrate the contention that, with the importation of film into Canada, job opportunities for Canadian book illustrators are reduced. Our publishing firm was singled out, although Mr. Sneyd contended that many other publishers' books could have been used. The six Gage books offered as examples were OPEN HIGHWAYS, Books 4, 5 and 6 and VENTURES, VISTAS, and CAVALCADES.

The Canadian editions of these six books, and the other components in this three-track reading program for grades 4 to 6, were prepared at the request of one of the four Western provinces. The six books mentioned are not listed in Circular 14, published by the Ontario Department of Education, nor did our firm submit them for consideration for listing in Circular 14 because of the policy of the Ontario Department to list only textbooks that have originated in Canada.

We see no point in identifying the Western province for whom we prepared the Canadian editions of the books referred to, since we do not believe the function of an Ontario Royal Commission should be to suggest to the Departments of Education in the other nine provinces



how they should conduct their business. It is necessary, however, for an educational publisher in Canada to keep in close contact with all Departments of Education and to work separately with each Department to assist in providing the types of materials they request.

Any of the information we are about to provide we would have been pleased to give the Canadian Society of Book Illustrators if some representative of the Society had come to us to discuss these matters.

The following is an outline of the steps that led to the publication of the Canadian Editions of OPEN HIGHWAYS, Books 4-6, and of VENTURES, VISTAS, and CAVALCADES:

The Provincial Reading Committee of one of the four Western provinces decided that it wished to introduce as quickly as possible at the grades 4, 5 and 6 levels a three-track reading program. In a three-track reading program, at each grade level there is separate reading material and separate skills and comprehension development lessons for the average student, the student who is reading below grade level, and the student who is reading above grade level.

We were not privy to the deliberations of the Committee but we would judge that the Provincial Reading Committee had to consider the following alternatives to reaching their objectives:

- (a) adopt an existing, totally Canadian-developed, three-track reading program, if one existed;
- (b) adopt an existing three-track reading program developed outside of Canada and import and use the existing books without change;



- (c) adopt an existing three-track reading program developed outside of Canada but request the original publisher or his agent in Canada to change certain selections while preserving the skill-building, reading-comprehension strategies, and other concepts developed through those selections in the original books;
- (d) wait until a Canadian publisher developed a totally Canadian three-track reading program, if none existed at present;
- (e) adopt three separate and unrelated middle-grade reading programs, Canadian or otherwise, and try to develop guidelines that would show the teacher how to use those materials with each of the three different groups of students.

We believe that the Committee considered each of these alternatives. They first established that (a) was not possible. There was no existing Canadian three-track reading program of any sort nor was one under development by any firm. It is our rough estimate that to produce such a program from scratch would require a minimum of seven years, consisting of at least four years of authorship and editorial work and three years of classroom testing. It would also require, in our opinion, a minimum investment, before publication, of \$400,000.00, exclusive of editorial salaries and overhead expenses. The Chairman of the Royal Commission on Book Publishing is correct when he comments on page 414 of the transcript that, "It cannot be argued in this kind of text that this type of publication could not be made by Canadians. In other words, it is



the kind of book that could be written by Canadians or a series of Canadians. It is not something that is absolutely unique or technical." However, it would not be correct to argue that a Canadian publisher could produce from scratch a three-track reading program such as we have described in the time required by this Department of Education. It certainly could not be argued that a publisher in Canada could afford to produce such a program for one province in Western Canada, even if time were not a factor.

Since alternative (a) was not available to the Committee and since the Committee was not prepared to postpone the implementation of their objectives for a minimum period of five to seven years, alternatives (b), (c) and (e) had to be considered. The three-track reading programs, and other materials, that did exist were examined thoroughly by the Committee. It was their decision that the Scott, Foresman program was the best and most complete program available from any source. This program consisted of: the pupil textbooks OPEN HIGHWAYS, Books 4-6, for students reading at below grade level; VENTURES, VISTAS, and CAVALCADES for pupils reading at grade level; WIDE HORIZONS, Books 4-6, for pupils reading above grade level; six skills and comprehension workbooks; six teachers' resource books; and a full testing program.

Our firm was asked by the Department of Education concerned if we would consider making certain content changes in the pupils' readers, the workbooks, and the teachers' resource books for use in that Province. After checking with the copyright holders of this program, we agreed to change the selections that the Committee wished to have replaced and to provide experimental copies of the Canadianized material for classroom testing. This was in early 1967,

and the Committee wished to introduce the new program one grade at a time beginning in September, 1968.

New illustration was not required for the WIDE HORIZONS books designed for pupils of superior reading ability and consisting of large excerpts or the complete text from previously published novels. The philosophy for this strand in the program was to provide a minimum of visual clues and stimuli. And no illustration was required for the six teachers' resource books. However, new illustration was required for the OPEN HIGHWAYS books, the VENTURES, VISTAS, and CAVALCADES books, and the related workbooks. Some illustration was done by artists who are on our permanent staff and the rest by free-lance Canadian illustrators and photographers. A total of \$30,705.35 was paid to Canadian free-lance artists for this work.

May we stress that the Province in question was not prepared to wait for five to seven years to implement a new, totally Canadian three-track reading program, even if there happened to be a publisher willing to produce such a program. Therefore, if that Province had decided to select alternatives (b) or (e), there would have been no need for any new creative work for Canadian illustrators whatsoever. The Canadian Society of Book Illustrators has selected six Gage publications to substantiate their claim that the publication of the Canadian Editions of such books reduces their job opportunities, whereas the true facts of the case substantiate the claim that if Canadian editions of these books had not been produced, there would have been \$30,705.35 less creative work available for Canadian free-lance illustrators.



We can speak only for our firm, but we are paying Canadian free-lance creative people substantially more per year now than we were ten years ago. We regret that the accounting practices we used prior to 1966 do not permit us to separate from our preparation costs exactly what we have paid to illustrators from what we have paid to designers, typesetters, strippers, film makers, and other suppliers. If we could, we would be pleased to provide the Commission with exact figures. However, in 1970 we published 100 titles, and 88 of those titles were totally Canadian in origin. All design and illustration work in those 88 titles was done by people who are resident in Canada. We might add at this point that we have been criticized by people in some provinces for using so many creative people who are resident in Ontario.

The twelve titles published in 1970 that were not totally Canadian in origin consisted of five supplementary items for a Canadianized Bookkeeping program that we have published for more than twenty years, plus OPEN HIGHWAYS, Book 6 , CAVALCADES, and the two workbooks for these texts, the two teachers' resource books for the texts and workbooks, and WIDE HORIZONS, Book 6. For the two four-color texts, OPEN HIGHWAYS 6 and CAVALCADES, we paid a total of \$9,840.05 to Canadian free-lance artists.

All the books that we have scheduled for 1971 publication are totally Canadian in origin, with the exception of four supplementary items related to the Bookkeeping program mentioned above. All free-lance design, illustration, and photography will be supplied by Canadian-resident people or firms, except for photographs that may be required to show locations in other countries or photographs required from certain archives.



The amount of free-lance book illustration that our firm may require will vary from year to year depending upon the nature of the books we are working on. Primary-grade readers, such as the totally Canadian LANGUAGE EXPERIENCE READING PROGRAM that we published in 1965 and 1966, require more illustration than a series of high school geography books that require extensive use of photographs, cartography, and topographic maps.

We would like to clarify certain other factual errors that we note in the transcript. On page 414 of the transcript the Chairman points out that the Canadian Society of Book Illustrators has underlined the names of two Canadian illustrators in the acknowledgments of OPEN HIGHWAYS, Book 5. In exhibit #4 (title not identified) there are four Canadian illustrators, and in CAVALCADES there are three Canadian illustrators. It would appear that the Canadian Society of Book Illustrators is out of touch with their competition and do not know who is a Canadian illustrator and who is not. For the information of the Commission the following is accurate:

OPEN HIGHWAYS, Book 4	- 8 Canadian Artists
OPEN HIGHWAYS, Book 5	- 10 Canadian Artists
OPEN HIGHWAYS, Book 6	- 4 Canadian Artists
VENTURES	- 9 Canadian Artists
VISTAS	- 8 Canadian Artists
CAVALCADES	- 8 Canadian Artists



APPENDIX F

SPECIAL ISSUES

- (iii) Concerning page 1, paragraph 2 in the Brief submitted to the Royal Commission on Book Publishing by the Canadian Society of Book Illustrators, April 15, 1971, which reads as follows:

"In the last two years we have become increasingly disturbed by the reduction and curtailment of work opportunities in the Canadian book publishing field, due in considerable measure to the Americanization of the Canadian publishing industry. The recent sale of two major Canadian publishers to American interests has aggravated this already serious situation, and is the subject of our brief to the Royal Commission on Book Publishing."

Our firm cannot provide statistics for the book publishing industry in Canada, but we can provide statistics for our firm.

In the accompanying chart we have summarized our publishing activity from 1959 to 1970 and have provided information concerning our activities in 1971 up to April 30, 1971. In this chart we show by year the number of totally Canadian titles published, the number of Canadianized titles published, the total number of titles published, the amount paid to free-lance illustrators, artists, and designers residing in Canada, and the amount paid to free-lance illustrators, artists, and designers who do not reside in Canada.

We regret that our record-keeping procedures prior to 1966 do not permit us to separate from our total preparation costs for each year the amount paid to free-lance illustrators, artists, and designers from the amount paid to typesetters, film makers, strippers, plate makers, and other outside suppliers.

In addition to the use of free-lance illustrators, we have at present four artists on our staff. Needless, to say, these people are residing in Canada.



As you can see from the chart, our expenditure for free-lance illustration and design was significantly less in 1968 and 1969 than it was for 1966, 1967, and 1970. This drop in expenditure was not due to a curtailment of publishing activity, nor to "the Americanization of the Canadian publishing industry," nor to the purchasing of "pre-packaged art." The drop in expenditure in 1968 and 1969 was due to the nature of our editorial activity during those years. At that time we were developing with authors, and testing, a number of projects that did not reach the production stage until late 1969 and early 1970. The number of titles published in 1970 and our expenditure in 1970 for free-lance illustrators and designers reflects this curve in the educational publishing cycle.

In the submission of the Canadian Society of Book Illustrators we sense the implication that if a Canadian Edition of a book originally published in another country had not been published, a comparable, totally Canadian book would have been published in its place. Our experience does not substantiate this assumption. In recent years, we have not entered into the preparation of a Canadian Edition of a book originally published in another country on speculation. In each case, we have been asked by a Department of Education to prepare a Canadian Edition of a particular book or program, as a result of recommendations by a curriculum committee. Therefore, the publication of Canadianized material by our firm has been supplemental-to rather than in-place-of the publication of textbooks that are totally Canadian in origin.

In our opinion, the implications of a reduction in work for illustrators, typesetters, printers, and other members of the graphic arts industry that would have occurred had Canadian Editions of these books not been made are self-evident.



Year	# of Totally Canadian Titles	# of Canadianized Titles	Total number of Titles Published	Amount paid to Illustrators, Artists, and Designers Resident In Canada (Free Lance)	Amount paid to Illustrators, Artists, and Designers Non-Resident In Canada (Free Lance)
1959	5	13	18	Detailed break-	NIL
1960	22	27	49	down is not	NIL
1961	26	36	62	available for	NIL
1962	25	30	55	illustration	NIL
1963	32	35	67	and design	NIL
1964	32	13	45	prior to 1966	NIL
1965	35	22	57		NIL
1966	48	39	87	\$51,104.64	NIL
1967	45	15	60	\$47,724.00	NIL
1968	18	15	33	\$28,493.22	NIL
1969	14	29	43	\$35,688.02	NIL
1970	88	12	100	\$61,951.24	NIL
1971 in production for publication with © 1971	70	4	74	For 1971 as of April 30, 1971 \$21,093.23	NIL (PROJECTED)

APPENDIX F

SPECIAL ISSUES

(iv) McClelland & Stewart Recommendations

We recognize that Canada must have a certain number of strong Canadian owned publishing houses. However, traditionally education has been a provincial responsibility. Each province has been free to select or have developed material which meets the needs of students in that geographical area. The exercise of this responsibility must be safe-guarded.

We have grave concern that direct financial and managerial involvement as outlined for McClelland & Stewart will diminish the freedom of selection and development. Although we are in complete agreement as to the intent of the recommendation, we would have been much more at ease had the assistance been forthcoming from a federal source and the board of directors not reflected as much provincial involvement.

BINDING SECT. JUN 18 1973

